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ABSTRACT

These 7 case studies are part of a series of documents on the evaluation of Project Developmental Continuity (PDC), a Head Start demonstration program aimed at providing educational and developmental continuity between children's Head Start and primary school experiences. Each case study reviews the planning year at a PDC demonstration site in one of the following states: Michigan, New Jersey, New York, Texas, Utah, Washington, and West Virginia. Included are details of the planning year activities, focusing on administration, pupil education, preservice and inservice training, developmental support services, parent involvement, and services for handicapped children and bilingual/bicultural children. An analysis of the planning process at the site is offered. The opinions and attitudes of program personnel are reported. Brief descriptions of the Head Start and elementary school programs involved at the site and the relationship between them are included. (SE)

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Planning Year Case Studies

Interim Report II, Part A

July 1975

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A PROCESS EVALUATION OF PROJECT DEVELOPMENTAL CONTINUITY

INTERIM REPORT II, PART A:

PROGRAM CASE STUDIES

VOLUME 2

July 1975

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PROJECT DEVELOPMENTAL CONTINUITY
PROGRAM CASE STUDY

Michigan

July 1975

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A. Introduction

"A school within a school" ... that's the forecast for Michigan's Developmental Continuity Project if events progress as planned. The PDC program will be housed in a human resources center (hereinafter designated as WHRC) which, with its open classroom structure, team teaching and multi-graded, multi-level approach, is a receptive setting for PDC. WHRC has a wealth of resources both in terms of the support staff and in the services located within the center itself. WHRC's Director is very supportive of PDC and sees it as the first of two or three "mini-schools" which will eventually comprise the elementary school component of WHRC. Ultimately, he would like to be able to offer parents two or three alternative methods of education within WHRC and have them decide which mini-school's philosophy, goals and objectives can best meet their child's needs.

Before reviewing the existing educational setting and describing Michigan's progress in planning for Developmental Continuity, it is important to understand the context in which these activities are occurring. This introduction describes the community in which the program is located and the events that led to the establishment of a PDC demonstration site.

The Community

WHRC is located in an industrial Michigan city with a population of 85,279. The coty's ethnic composition is 63% White, 26% Black, and 10% Chicano and Puerto Rican. General Motors is the primary employer in the area and several major colleges and universities are located nearby. Several ski resorts can be found in or near the city, along with a number of park and lake facilities. The city is only a 25-minute drive from Detroit, Michigan, and many of Detroit's cultural facilities, entertainment centers, large restaurants and hotels are utilized by local residents. In fact, many of the city's inhabitants have jobs in Detroit and commute each day.

The neighborhood of the PDC school is composed of low-income, one- and two-family homes and apartments. Many (75%) of the families in this neighborhood have only one parent in the home, and more than half (54%) are receiving welfare assistance. The number of children per family ranges from four to six. With the present job situation, particularly in the auto industry, unemployment in this area has become so high that the city is now in the number-one category of nationwide unemployment. Many of the neighborhood women who are employed work as store clerks, domestic workers, babysitters, nurses, or teacher aides. Community agencies are well represented in the neighborhood and medical and dental facilities are provided within WHRC, which also houses a parent education and activity center.

According to the PDC Coordinator, the attitudes of the people in the community toward federal programs in the schools are negative because of past failures of such programs to provide lasting changes. However, PDC staff have been successful in involving teachers and parents in the PDC planning process. The grantee's Education/Child Care Department Head, on the other hand, feels that attitudes toward federal programs vary within the community, i.e., people who are involved in some of the programs such as Title I, Early Childhood Program and Career Opportunities Program, probably feel positive about federal programs.

The Origins of Developmental Continuity

A regional human service agency (to be identified in this report as OLHSA) is the grantee for Developmental Continuity in Michigan and the local school district is the delegate agency. The OLHSA's Education/Child Care Department Head makes occasional trips to Washington, D.C. in search of available funds for new programs. On one of these trips, she was informed that funds for a new educational program would soon be available and that her county would be a good site for such a program. She was interested in implementing the program in the county because of the lack of continuity between the Head Start programs and the elementary schools. She identified the potential PDC school district, one of OLHSA's 14 delegate agencies for the administration of the Head Start program, for two reasons. First, there was more discontinuity between the two programs in this city than in the other county school districts and second, this site was the only school district that met the program's requirements for experimental and control groups. The Education/Child Care Department Head contacted the Director of the school district's Community Action Program (CAP) to see if the district would be interested in participating in the program. His response was favorable. The majority of the proposal, then, was written by the Department Head with input from the CAP Director and from the Director of the potential PDC center, WHRC. WHRC was selected because of its large student enrollment and the likelihood that there would be a sufficient number of Head Start children. All Head Start centers in this Michigan city are located within the schools, therefore, the Early Childhood School model was selected.

B. The Educational Setting

The Head Start Program

The grantee agency (OLHSA) for the Head Start program in this county has a staff composed of the Education/Child Care Department Head, a Head Start coordinator, education coordinator, support services specialist, two community workers, a learning specialist, a career developer, a parent organizer, child care programmers, a secretary and a clerk-typist. The total number of Head Start children funded is 660 and total funding for Head Start grants including full year and summer programs, is $756,023. The federal government allots $941 per child for a full year.

Actual operation of the Head Start programs has been delegated to 14 different school districts in the county. This particular school district is one of these 14 delegate agencies and provides services to 256 Head Start children. The seven local Head Start classes (14 sessions) are located in three schools, one of which is WHRC (the prospective PDC school). The Head Start Director for the school district has his office in WHRC. WHRC currently houses one prospective PDC Head Start classroom (two sessions) and plans to add another classroom (two sessions) before fall 1975. A teacher for this position has been identified.

As noted above, the seven local Head Start classes are double sessions. The morning class at WHRC is in operation from 8:30 to 11:30 and the afternoon session from 11:30 to 2:30. The WHRC Head Start staff include a teacher who has been involved in Head Start for seven years, two full-time aides (funded through a job training program) and two part-time aides (funded through Head Start). The Head Start Teacher and the teacher aides plan together as a group both in the morning and afternoon and share classroom responsibilities. With 20 preschoolers in the morning and 18 in the afternoon, the child/adult ratio is 5:1. The Head Start Teacher indicated that some parents volunteer to help in the classroom although not on a regular basis.

According to the Head Start Director, the educational philosophy of Head Start is threefold: 1) to have children acquire certain skills in such areas as math, art, science, and language; 2) to provide children with experiences in dealing with their environment, including adults and peers; and 3) to develop in children a feeling of success and confidence in their abilities.

To this end, the Head Start Teacher combines teacher-directed activities with child-directed activities during the school day. The classroom is arranged by learning centers or areas, e.g., house area, art area, science area, block area, and so forth. During part of the morning and afternoon sessions, referred to as "individualized learning time," each child can become involved in self-directed activities, moving freely from center to center. The teacher-directed segment of the school day is called "large group time" and might consist of a story, a discussion, or a science lesson based on children's previously expressed interests. The adults try to incorporate music, language development, art, and science/math as well as positive self-concept development into these activities.

According to the grantee's Education and Child Care Department Head, an education plan was written for the local Head Start program based on OCD performance standards. Head Start parents helped write this plan as well as a nutrition plan. In addition they have been involved in school activities by serving as classroom volunteers, attending monthly Head Start center meetings, and serving as members of the Head Start Policy Committee. Through the Head Start Policy Committee, parents make final decisions on grant preparation, budget preparation, personnel selection, and so forth. Parents are kept informed of Head Start activities through home visits, newsletters, classroom visits, and Head Start center meetings. The prospective PDC Head Start Teacher said she talks to parents at least three times a year, although she talks with some parents on a more frequent basis. She also indicated that parents are involved in planning the educational program to the extent that they express their views during home visits and at Head Start center meetings.

The Head Start program has been in contact with a number of community resources to provide services to Head Start children and their families. Head Start teachers and parent coordinators, upon learning of a particular social service need, refer the parent to the appropriate agency or resource for help. If the parent does not receive the assistance needed, e.g., counseling, clothing, etc., Head Start staff act in an advisory and advocacy role to see that such needs are met. The following agencies have been contacted by the prospective PDC Head Start center for services during the past year: medicaid, food commodities, public health clinic, mental health clinic, family counseling agencies, welfare department and housing authority.

All Head Start children get a complete medical screening, including a physical exam, all necessary immunizations, and any follow-up treatments that might be needed. When Head Start children enter elementary school, then, all their health problems should have been identified and either be corrected in the process of being corrected. In addition, Head Start parents are informed of the available health resources in the area. The Head Start program also provides for mental health services through a contract with the Community Mental Health Board of the county. According to the grantee's Education and Child Care Department Head, during the school year a psychologist meets biweekly with teachers and aides to discuss any problems students might have. He also may spend time in the classroom observing children and has met with parents to discuss mental health. Handicapped children are currently provided special services by the school district although the grantee plans to hire a learning disability specialist next year. (No WHRC Head Start children are handicapped.) A learning specialist works with Head Start teachers and handicapped children in all of the 14 Head Start programs in this county.

The Head Start program also has a county-wide career development program for parents and staff which is offered through the local school district. As an additional benefit, Head Start offers extensive inservice training which is aimed at helping parents become better parents.

In sum, the Head Start program provides children with opportunities to explore and learn about their environment. Children are viewed individually--their developmental level and individual needs dictate their learning pace. Teachers, in turn, create situations where each child can make discoveries on his own. Parents of Head Start children are involved in various school activities and have been involved in planning the educational program.

The Elementary School

WHRC is a community-centered facility which contains an early childhood program, an elementary school (K through 4), an adult continuing education center, and human resources agencies such as the Michigan Employment Security Commission, a food co-op, and a youth assistance program. The WHRC Director is responsible for the operation of the entire center and is supported by various principals, directors and coordinators within the center. WHRC is an experimental alternative community school which has been in existence for about five years. The school is located in the middle of a low-income community and was designed to be used by the community as a "community center" which provides educational, recreational, and community services. The educational sector is divided into three wings which house several different units of children, grouped according to age and grade levels. A separate section of the building is used for adult education and job training, and another section houses most of the support services facilities. There are 1,400 children in the school with a staff of 300 to 400 adults. WHRC has 47 certified teachers whose years of teaching experience range from 0 to 15.

The educational philosophy of WHRC is "to equip each child with tools of mobility that will enable him to function effectively in today's society and tomorrow's world." To accomplish this, the school is ungraded and an open classroom approach is used, with teachers organized into 14 teaching teams. Each team typically consists of three teachers (one of whom is designated team leader), a teacher disseminator (who works half-time in the classroom and half-time with classroom teachers in off-site schools), one or two teacher aides, and one or two student teachers. Kindergarten teachers also use a team approach. This "teaming" approach is contingent upon the sharing of teaching and classroom responsibilities.

Each team has approximately 90 to 100 students somewhat equally divided between first, second, third and fourth graders. (This is called multi-aged, multi-level grouping.) The child/adult ratio, therefore, is approximately 20:1. Current plans call for three teams (serving kindergarten through grade 4) that are located in the same building wing to become PDC "classes" and both the PDC Coordinator and WHRC Director view these PDC teams as a "mini-school" or "school within a school." Children to be involved in PDC have not yet been identified, However, letters have been sent to parents whose children are on teams 7, 8 and 9 (where PDC will be located next year) to find out if they would like their children to participate in the PDC program.

WHRC has a large support staff consisting of three administrators, three instructional leaders, six teacher/disseminators, a science consultant, one full-time and one part-time bilingual consultant, a student teacher consultant, special education staff, two learning disabilities teachers, a school nurse, a dentist and dental hygienist, a social worker, a psychologist, and four community relations workers.

According to the WHRC Director, parents participate in the school program by serving on the various parent advisory councils (Chapter 3, Title I, HRC School Advisory Council), and on the Long Range Policy Committee and through volunteer work in the classrooms. The two WHRC teachers interviewed by the evaluation team indicated that they did not talk to parents on a regular basis, although one teacher said he had probably talked with 70% of his children's parents at least once during the school year, According to one teacher, parents are involved in plans for the educational program to the extent that they serve on the School Advisory Council. Both teachers indicated that parents are involved in school activities such as class parties, field trips and open houses.

WHRC attempts to obtain a complete medical and developmental history of each child when he/she enrolls in kindergarten. The school provides screening for vision, hearing, tuberculosis, speech defects, immunization status, and identifying special needs of handicapped children. A complete dental clinic is located in WHRC and serves those children who would normally receive their dental care at the county health department. If any health problems are detected through the screenings or otherwise, the school arranges, through referrals, to have them treated. There is no organized health education program at WHRC. However, an annual "Healthorama" is held at the center during which time much of the health screening is done. In addition, notices are sent to parents informing them of the various health services available to them.

The center also provides mental health services through a psychologist and social worker and utilizes community mental health resources as well.

Although the WHRC does not have a breakfast program, it does attempt to provide 1/2 to 2/3 of the daily nutrition needs of children through its lunch program. The nutrition education program for children is built into the curriculum and the program for parents includes sending menus home, providing brochures on low cost meals, and talking with parents.

Services are provided to three categories of handicapped children at WHRC: learning disabled, emotionally impaired, and mentally impaired. All other handicapped children attend a special school in the city. Children who are monolingual (Spanish) or who have language interference problems are placed on one of four bilingual teams, including a bilingual kindergarten. One of the goals of these teams is to facilitate the use of English as a second language for these children.

Evaluation of non-tenured teachers is carried out yearly by the WHRC Director and his two principals, while tenured teachers are evaluated every other year.

The elementary school has been in contact with many community agencies to schedule services for their students and has ongoing relationships with the public health clinic, the mental health clinic, recreational programs, the Michigan Employment Security Commission, and job training programs.

The Relationship Between Head Start and the Elementary School

With few exceptions the PDC Coordinator stated that differences between the Head Start and elementary school programs are those outlined in their proposal. As mentioned, the OLHSA is the grantee for the Head Start program in this Michigan county and the local school district is one of the grantee's 14 delegate agencies. Grantee staff provide technical assistance and monitor the program through monthly progress reports from the PDC Coordinator.

Both formal and informal communication exist between the elementary school and Head Start program. Formal communication takes place during the weekly PDC Curriculum Committee meetings (the Head Start and elementary school teachers are on this committee) and the weekly PDC Curriculum Committee meetings (which include Head Start and WHRC administrators). Informal communication takes place during the course of the school day since both the Head Start Director and the Head Start Teacher are located at the center.

According to the Head Start Director, the Head Start and WHRC educational programs differ in terms of structure and content. He views the elementary school as more skill-oriented while the Head Start program is more action-oriented and child-directed. The site proposal points out this difference in addition to the following two: 1) there is little free time during the elementary school day for a child to select activities, i.e., the school day is planned for him, and 2) the educational delivery system is similar for all elementary school students regardless of their own learning styles. According to the PDC Coordinator, these differences have lessened to some extent since the Head Start, kindergarten, and elementary school teachers have started working together on the various PDC committees and visiting each other's classrooms.

The Head Start Director and PDC Coordinator outlined the following differences in the Head Start and elementary school teacher training programs: 1) release time provisions are made for the Head Start teachers for training purposes but not for elementary school teachers, and 2) more workshops/seminars for Head Start teachers are held in the areas of nutrition, health, and education of handicapped children while elementary school training usually focuses on the instructional program, specifically, test objectives, and so forth.

Head Start parents also seem to have a more direct role in their child's educational program than elementary school parents. As members of the Head Start Policy Committee, parents make decisions and policy regarding program planning and operation while parents in the elementary school serve in an advisory capacity only. The support services offered by the two programs also differ with Head Start children receiving more comprehensive medical and dental services.

Under the Michigan Mandatory Special Education Act the school district is obliged to provide services to all handicapped children through age 25. All such referrals are made to an Education Planning and Placement Committee (EPPC) which, after reviewing all screening and testin information about each child, decides on the best way to meet his/her needs, e.g., special school, special education class, mainstreaming, and so forth. Currently, children with learning disabilities and those diagnosed as emotionally impaired spend all or a portion of the day in special education or learning disabilities classes at WHRC. Although there is a preschool program for handicapped children in the school district, some handicapped children are enrolled in the Head Start program.

Currently bilingual preschoolers and monolingual (Spanish) preschoolers are enrolled in WHRC's Title I Bilingual preschool program. As a result Head Start does not serve these children. As mentioned, elementary school children with language interference problems are placed with one of four WHRC bilingual teaching teams.

There are differences, then, between the Head Start and elementary school program for most of the components. Head Start parents have more decision-making power than the elementary school parents and Head Start children receive more comprehensive medical and dental services than elementary school children. The educational program at the elementary school level is more skill-oriented and teacher-directed than that of the preschool and does provide services to bilingual children while the Head Start program does not.

C. Opinions and Attitudes of Program Personnel

Interviews were conducted with the PDC Coordinator, the PDC Council Chairperson, the Head Start Director and the WHRC Director in which each was asked to give a personal evaluation of the success of program planning this year and to anticipate implementation success next year. Respondents were also asked to identify the factors or forces that, in their opinion, had most contributed to the shape of the PDC program up to this point. Short, paraphrased summaries of the responses of these persons are reproduced below to provide a direct expression of their concerns and interests. The concluding section analyzes the patterns of opinion that emerged in the responses of these individuals as they discussed the Developmental Continuity Project.

PDC Coordinator (May 28, 1975)

The parent involvement, handicapped, and education components were identified by the PDC Coordinator as having been planned for most successfully this year. She attributes the success of these three component areas to both the leadership and direction provided by the PDC staff and the efforts of persons serving on the committees. The involvement of the committee members in these three areas has been more consistent than in others and the PDC Coordinator feels they have more of a commitment to the PDC program. *A group of approximately 15 parents (many of whom are employed by the school district in the BL/BC preschool or the Early Childhood Program) has been very involved in the program throughout the entire year and I hope that these parents, with their experience in the PDC program, can play a major role in informing and involving newly identified parents of the PDC program. WHRC children are to be assigned to teaching teams soon and we anticipate that this Parent Corps will make home visits to introduce the program and to encourage parental support. The only drawback to the success of this component has been the lack of Head Start parent participation.*

Staff working on the handicapped component have tried to provide educational programs and teacher training that will allow each child to spend more time on the team rather than going to self-contained learning centers. Current plans call for a special education teacher to work with the children in their classroom setting and for this teacher to work directly with the adults in the classroom in setting up programs to meet the needs of each handicapped child. The Curriculum Committee is in the process of expanding the already existing curricula in the Head Start and elementary school and plans to list the goals and objectives by developmental stages.

Because the parent involvement and education components have been successfully planned for, the PDC Coordinator also identified them as areas that will be most successfully implemented next year. *The 15- to 20-member Parent Corps will be instrumental in making contacts with other PDC parents through home visits and other means and, since the Curriculum Committee is in the process of curriculum development (which is also viewed as teacher training), the Head Start and elementary teachers will be able to implement this component in the fall.*

The PDC Coordinator feels that the BL/BC component has been planned for least successfully this year, primarily because there was a delay in establishing the BL/BC Committee. *Initially, I tried to incorporate BL/BC into all other component committees, i.e., not have a separate committee; however, the BL/BC aspect of the various components was lost within the intricacies of committee work. As a result, the BL/BC Committee was established later than the other committees. Also, my lack of understanding of the BL/BC area prevented me from giving the committee enough direction or leadership and I was not able to find anyone who could provide the leadership the committee needed. Because of the lack of progress in this area problems are anticipated during the implementation year. We hope to contact the newly hired Director of Latino Programs and get a commitment from him to help the PDC program in this area, hopefully in terms of personnel.*

According to the PDC Coordinator, the planning committees have contributed to the planning year *by discussing and exploring the planning tasks and recommending ways to implement them, and by serving as reviewers of major decisions related to that component. For example, when I had to respond to questions from the PDC Council and from administrators concerning a particular component, I would first discuss them with the appropriate committee. I found the committees' input to be particularly useful in this respect. The Developmental Support Services (DSS)/Parent Involvement Coordinator and I, however, have continued to provide leadership for the committees throughout the year.*

The PDC Council has contributed to the planning year in the following three ways: 1) it served as the coordinating group in reviewing committee reports and looking at the program in its totality, 2) it acted as a communication system, i.e., Council committee reports became a mechanism for informing others about an individual committee's work and activities, and 3) it served a decision-making role in responding to and acting on the 1975-76 PDC proposal and budget.

According to the PDC Coordinator, her role during the implementation year will involve: *1) responsibility for the overall coordination of the program, 2) responsibility for the implementation of the education, handicapped and BL/BC components, 3) responsibility for the monitoring of the actual implementation of the program, 4) responsibility to High/Scope for meeting their evaluation needs in relation to the impact study, and 5) the coordination of the administrative component. I have found the Administration Committee to be a viable way of keeping the Head Start, grantee and WHRC administrators informed of PDC happenings and I intend to continue it next year. This committee decides what matters need to go before the PDC Council and what matters they can deal with themselves, e.g., deciding what wing of WHRC would be used for the PDC school.*

Major forces that the PDC Coordinator feels have influenced the activities of the planning year include the involvement of parents in the planning activities, the support given by the County Health Department and the school district's Special Education Department, and the support and commitment exhibited by everyone connected with the project. *I feel that the involvement of parents on the committees and Council has been a major success factor this year and I hope their involvement and participation can be expanded even more for next year. Staff from the County Health Department have been helpful in giving the project a perspective on what PDC can hope to accomplish in this area; they have helped me and my staff to understand this component and have provided us with some direction. The Special Education Department has provided assistance to PDC by explaining the Michigan Mandatory Act and by discussing the issues of mainstreaming and recruiting handicapped children for Head Start.*

The school district has been supportive of PDC in terms of providing personnel from their special education, psychology, and early childhood departments, in addition to WHRC teachers, aides and administrators. Technical assistance, e.g., writing proposals, guidance in interpreting PDC guidelines, assistance in dealing with administrative tasks, etc., has been provided by the grantee.

Only two outside consultants have been involved in the program, and both have been involved with the Education Committee in curriculum development. The technical assistance consultant has continued to provide administrative support for the program, has researched areas for me, and has identified and analyzed possible problems that PDC may encounter. The few times that I have contacted national OCD officials this year, they have been able to clarify questions I have had about the program guidelines.

Local community agencies, in addition to the County Health Department, e.g., a clinic, the Michigan Cooperative Extension Service, FISH, etc., have also been supportive of and involved in PDC, whether it was discussing the program, explaining their services to the PDC staff, or addressing the PDC Council on the location of various services. Some community agencies have made commitments to provide social services for children next year. The input of everyone involved this year--parents, teachers, administrators, PDC staff, etc.--has played a major role in contributing to planning year progress.

The PDC Coordinator would like PDC to accomplish a number of things. *First, I want the program to increase the quality of education that children now receive. The school is not meeting the needs of the students and I want PDC to be instrumental in improving the educational program in the school. Second, I want PDC to involve the child's family in the educational process; parents play a major role in their child's development and I hope that PDC, through such vehicles as home visits, classroom volunteers, classroom aides, etc., can bring the school and home together. Third, I would like PDC to create a parent group that all parents can identify with. The program should bring together parents of different backgrounds who might not otherwise meet, and form a cohesive group that has common goals, i.e., to develop a sense or feeling of community. Fourth, I want the PDC program to make agencies in the community more responsive to the needs of the community. I'm hopeful that PDC can make the agencies more aware of and responsive to the needs of families than they are now.*

PDC Council Chairperson (May 28, 1975)

The PDC Council Chairperson's involvement in the program has carried over into her work to some extent--she is employed as a home visitor by the Early Childhood Program's home-based preschool program and has been telling parents of her preschoolers about the program and its benefits. Also, she has applied for a position in the PDC program for next year.

She feels that all PDC components have been successfully planned for this year. *This success is attributed to the actual committee compositions and to the fact that both the PDC Coordinator and DSS/Parent Involvement Coordinator have worked closely with the committees in addressing the planning tasks and have made every effort to involve parents in committee work. Based on the progress that these committees have made thus far, I feel that all program components will be implemented successfully. Members of the committees set realistic goals for themselves for the implementation year and, because of this, I don't anticipate any problems in the start-up year. These committees have contributed to the planning* *year by developing component goals, objectives and budget recommendations for the 1975-76 school year and by letting people in the community know about PDC. This has happened as committee members researched community agencies, talked with other parents, and talked informally with their friends and acquaintances.*

The PDC Council Chairperson feels that the PDC Council functions in two capacities: *as a decision-making body, e.g., acting on proposal and budget recommendations, and as a coordinating body, e.g., listening to and integrating committee input during Council meetings. The PDC Council has done an excellent job of listening to and considering all suggestions, comments, etc.*

The PDC Council Chairperson plans to be as involved in PDC next year as she has been this year. *Council elections will be held in the fall and I'm willing to continue serving on the Council and to be involved in committee work.*

She identified the following four factors as contributing favorably to planning year activities: *a good communication system, a capable PDC staff, administrative support, and involvement and acceptance of parents by program personnel. Communication within the entire PDC program, e.g., between Head Start and elementary teachers, between parents and PDC staff, between committee members and Council members, etc., has facilitated planning year activities. The PDC staff have contributed to the planning year by involving parents in the program, by keeping the program child-centered, by helping the component committees address the planning tasks, and by listening to and considering suggestions from everyone. Administrators have been very supportive of and involved in the PDC planning year by serving on the PDC Council and the Administration Committee. They have interacted with other program staff, including parents, on an equal basis.*

As a parent, I feel that one of the major factors contributing to this year's activities has been the ability of PDC staff, teachers and administrators to involve parents in all aspects of the program and to listen, really listen, to what parents have to say about any and all areas of the program. Parents sometimes feel inferior when interacting with school staff, but the PDC staff and school staff have accepted parents and have made them an active part of PDC.

The PDC Council Chairperson wants PDC *to fulfill the academic, social and physical needs of each child and to include parents/families in this process by involving them in the school. I recently enrolled my own children in the PDC program and firmly believe that PDC can meet children's needs. And by involving the parents in the school as classroom volunteers, through home visits, etc., both the school and parents can work together to meet these needs.*

Head Start Director (May 28, 1975)

The Head Start Director identified the education and teacher training components of PDC as having been planned for most successfully this year. *Teachers and parents have written curriculum goals and objectives for the program and are in the process of developing a curriculum for Head Start through fourth grade, and the Curriculum Committee is making arrangements for teacher training. Provision of teacher release time to work on curriculum development and of a stipend for after-school involvement on the part of teachers and parents have been prime factors in contributing to the success of this component.*

The education component was also identified by the Head Start Director as the area that would be most successfully implemented next year because...*most of the PDC effort this year has been in this direction. Most people consider education (curriculum) to be the main function or purpose of a school and perhaps this component was emphasized for this reason.*

He indicated that not enough attention has been given to the support services and parent involvement components of PDC. Since, in his view, the PDC project emphasized curriculum and teacher training this year and did not stress parent involvement and support services, he anticipates problems in implementing both of these components during the start-up year. *Although parent involvement has been solicited by the PDC staff and although parents have participated on the committees and the PDC Council, their level of participation was not as great as it should have been. However, as a Head Start Director, I'm well aware of the difficulties in getting parents involved, acquainting parents with the PDC program and of soliciting their involvement. A door-to-door effort involving all WHRC PDC staff would be one way of acquainting parents with the PDC program and of soliciting their involvement. I feel that this is a prerequisite to good parent involvement in PDC.*

The Head Start Director did not think that all community resources had been identified or that their potential or possible involvement in the PDC program had been clearly defined. *One way to involve these community agencies and keep them informed of the program would be to have representatives from each of the agencies serve on the PDC Council. And to adequately assess the needs of children and their families, it will be necessary for PDC staff to make home visits. The question is, will teachers be willing to add this to their job description?*

He has not attended all PDC Council meetings, but views the Council as a decision-making body for program operations. *According to the information I have, the component committees have written component objectives and timetables for the proposal and have addressed their respective planning tasks. However, one problem that hindered the work of the committees and resulted in lack of progress on some planning tasks was the late identification of parents and teachers who will be involved in the program. If both parents and teachers could have been identified earlier in the planning year, planning would have been smoother and more tasks would have been completed by now.*

The Head Start Director just recently assumed his position (in September 1974), and has spent most of this past year learning about Head Start. *I have been very involved in learning about the Head Start program, supervising the operation of three Head Start centers, etc. and, as a result, have not been able to spend much time on PDC, other than attending the Administrative Committee meetings and a few PDC Council meetings. And, since I had not worked with Head Start previously, I could not keep the PDC Coordinator informed of Head Start concerns or provide much information on the program.*

Next year, the Head Start Director plans to continue serving on the PDC Council and on the Administrative Committee and will become more involved in the operation of the PDC program. *My main task for the implementation year will be to make sure that the PDC Head Start children receive the services they are entitled to under the Head Start guidelines.*

The setting for the PDC program and the resources available within the WHRC are two factors that have influenced the PDC planning year, according to the Head Start Director. *Since the WHRC is an innovative educational program with team teaching, ungraded classes, etc., I feel that parents and teachers are more receptive to other innovative programs such as PDC. In a similar manner, the wealth of resources located within the Center have made some planning tasks easier to deal with, e.g., special programs in the school employ parents who have become involved in PDC, medical/dental facilities within the WHRC were identified as community resources, etc.*

The Head Start Director would like PDC to show the people of this community that Head Start is beneficial to children. *I hope that PDC results will prove that children in this type of program, which is modeled after Head Start in terms of components, show gains over those children not in the program. Such positive results would then indicate the effectiveness and importance of the Head Start program and make the program more visible within the school district.*

WHRC Director (May 27, 1975)

The planning tasks for education, especially those related to curriculum, have been the most successful area of planning during the year, according to the WHRC Director. *Involving parents and staff early in the program in working together on specific tasks has resulted in effective planning. Other factors contributing to this success have been: 1) PDC staff have worked together on the committee assignments, 2) dissemination of information has been effective from the outset, with the PDC Coordinator providing parents and staff with information about the program, and 3) PDC staff have been willing to accept parents in new roles of participation in classrooms and in other educational activities involving their children.*

The WHRC Director identified the support services component as one area of PDC that had been least well-planned. *Initially, the social services component of the project did not receive the expected planning emphasis since I was not aware of its planning priority in the PDC project. The fact that the school district provides support services within the regular school programs for those in need also accounted for the lack of early priority in planning for this component. However, as soon as I recognized the importance of developing a services system to serve the PDC, the planning tasks were addressed with full emphasis.*

According to the WHRC Director, the major obstacle to program planning so far has been the change in teacher participation in planning activities. *Since the beginning of the year, the teacher group that was involved in planning for PDC has gradually dwindled because of concerns about the time commitment that was involved in planning and committee work, among other issues. At this time there are only a few teachers who have been working with the PDC program from the outset.*

He indicated that the involvement of parents on the PDC Council and the various committees has been a major contribution of the PDC. *The parent groups have been very interested, hard-working and professional in their involvement with numerous planning tasks of the PDC program. Parents have stayed with the various committees throughout the year, assuring continuity in membership (this has off-set the lack of continuity in teacher participation).*

The WHRC Director thought that implementation of the curriculum would be the most successful aspect of the program next year. *Staff within the WHRC are already accustomed to many of the educational concepts and approaches that are being planned in the linkage program. Therefore, the new curriculum will fit easily into the already existing structure and philosophy of the school program.*

He identified staffing as the major problem in implementing the program. *The staff assignments for the PDC classes have not been completed. I will be conferring with individual teachers about their willingness to serve in the program since I'm opposed to arbitrary assignment of teachers without their consent.*

Due to a change in administrative organization in April, the PDC Coordinator now reports directly to the WHRC Director. This organizational arrangement will assure more direct involvement on the part of the WHRC Director in the PDC program both now and in the future. Next year he will continue to serve on the PDC Council and other committees, e.g., the Administration Committee, if it continues to function during the implementation year. (Note: The WHRC Director questioned the need for the continuation of this committee and wondered whether its functions might be more effectively carried out by an Executive Committee of the PDC Council. However, he had made no specific recommendation to anyone concerning this and was not aware of the Administration Committee's plans for the next year.)

He identified the major factors contributing to the success of planning activities as: *1) the willing and effective participation of parents in PDC, and 2) the hard work and planning of the staff involved. I would like to see PDC provide an even flow of information, resources and services for all children from K through 4 and to expand programs and services that already exist. I also see PDC as providing one of several alternate learning and teaching educational programs for children and teachers within the framework of the school program of the Human Resource Center.*

Summary

Each of the four people interviewed was asked to name the components that he/she thought were successfully planned during this year. Three of the four identified the education component as one of the areas that had been planned for most successfully this year, while the PDC Council Chairperson, indicated that planning in this area, as well as in all other areas, had been successful. Reasons given for progress in the education component ranged from the fact that the provision of teacher release time and the payment of stipends provided both time and incentive for teachers to work on the planning tasks, to the fact that the curriculum workshop was well underway and was largely responsible for the success in this area, to the hard work of the PDC staff and committee members. The parent involvement and handicapped components were also listed by the PDC Coordinator as successful planning year areas. She explained this success in terms of the establishment of a Parent Corps (15 to 20 parents who have been involved in all aspects of the program this year) and, in the handicapped area, to attempts by program staff to provide curriculum and teacher training that will allow a handicapped child to be served within the regular classroom.

When asked to discuss components that had been least successfully planned for, both the WHRC Director and the Head Start Director identified support services as an area of PDC that had not been emphasized enough during the planning year and the Head Start Director also named parent involvement. The WHRC Director said that since support services provisions are made by the school district, the program felt this component was already addressed. According to the Head Start Director, education and teacher training were PDC planning year priorities and, as a result, not enough attention was given to the support services and parent involvement areas. Because of the late start of the BL/BC Committee and lack of leadership and direction, the PDC Coordinator identified the BL/BC component as having been least well-planned for this year.

The WHRC Director and the Head Start Director also identified factors that hindered the overall planning process. The late identification of parents and teachers was mentioned by the Head Start Director as one reason many of the planning tasks were not completed and the WHRC Director also felt that the change in teacher participation over the course of the school year had been a major obstacle to successful planning.

The WHRC Director, Head Start Director, and PDC Coordinator agreed that of all the components, education would probably be most successfully implemented next year. The PDC Coordinator based her prediction on the progress the Curriculum Committee has made in developing a curriculum and on the understanding the teachers have about how to implement the curriculum in the classroom. Both the WHRC and Head Start directors indicated that school systems (including teachers) are most familiar with education and curriculum issues and that teacher knowledge, familiarity, and "ease" in this area will facilitate implementation. The PDC Coordinator felt that the Parent Corps would be instrumental in making home visits and in bringing other parents into the program and therefore predicted successful implementation in the parent involvement area also. A more comprehensive prediction for success was made by the PDC Council Chairperson. She felt that since the work of the committees had progressed satisfactorily and since they had set realistic goals for the start-up year, all component areas would be successfully implemented.

The Head Start Director and PDC Coordinator each identified different problem areas for the implementation year. The PDC Coordinator anticipated difficulties in implementing the BL/BC component because little progress had been made in this area during the planning year. The Head Start Director anticipated difficulties in implementing the parent involvement and support services components because he perceived a lack of extensive parent involvement during the planning year, all community resources had not been identified and involved in the program, and children's needs had not been assessed.

When asked about the PDC Council, three of the four respondents (the PDC Coordinator, the Head Start Director and the PDC Council Chairperson) mentioned that the PDC Council had served in a decision-making capacity by listening to committee recommendations and acting on proposal and budget recommendations. These three respondents also defined the role of the component committees in similar ways--essentially, that the committee members discussed, explored and addressed the planning tasks.

For the most part, the involvement of the four respondents in PDC next year will be similar to their involvement this year, with one exception. Under the new PDC organizational structure that was established in April, the WHRC Director will be more involved in the actual operation of the program, since the PDC Coordinator reports directly to him. The PDC Coordinator will continue in her role, administering the entire program and being responsible for three component areas. An additional aspect of her role will be that of monitoring the implementation of program goals and objectives.* The Head Start Director will continue serving on the PDC Council and on the Administration Committee and will probably become more involved in program operations now that he has a firm grasp on the Head Start program. Also, he will see that PDC Head Start children receive the services they are entitled to under the Head Start guidelines.

The WHRC Director, PDC Coordinator and PDC Council Chairperson were in agreement on two factors that they feel have had a major influence on the direction of planning year activities. All three mentioned that the involvement and participation of parents and their acceptance by program staff and the hard work from everyone involved in the program including teachers, parents, PDC staff and administrators, had influenced the program operations over the past year. In addition to these two factors, the PDC Coordinator mentioned the support that was received from the County Health Department and the school district's Special Education Department as playing an important role in planning year activities. The educational setting (WHRC) and the resources that are already available at WHRC were mentioned by the Head Start Director as important factors influencing PDC activities.

Each of the four respondents had definite views on what they want PDC to accomplish. The Head Start Director wants PDC to show that programs similar to Head Start are beneficial to children.

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*The PDC Coordinator resigned in July 1975 and a new Project Coordinator has been hired for the implementation year.

The WHRC Director wants PDC to provide continuous flow of information, services and resources to children from kindergarten through fourth grade and to expand the existing programs and services. The PDC Council Chairperson wants PDC to meet the social, academic and physical needs of children. Also, she and the PDC Coordinator want PDC to involve parents more in the child's educational experiences. Increasing the quality of education at WHRC, making community resources more responsive to community needs, and creating a "PDC community feeling" are goals the PDC Coordinator wants the program to accomplish.

D. The Planning Process

Arrangements for Planning

PDC project staff are the PDC Coordinator, the Developmental Support Services/Parent Involvement (DSS/PI) Coordinator, a full-time secretary, and a clerical aide. The PDC Coordinator's previous experience includes teaching and counseling at the elementary level and administrative work. Prior to her present position, she was an administrator for a Career Education Program in this same Michigan city. When this program's funding terminated in June 1974, she was appointed by the School Superintendent and Assistant Superintendent to the PDC Coordinator position. The DSS/PI Coordinator has been employed by the local school district for a number of years in various capacities, most recently as a teacher in the Early Childhood Program's home-based preschool program.

The PDC Council was formed in November 1974 and consists of 31 voting members who represent the five groups specified in the proposal. Representatives from Title I and other federal programs also serve on the Council. Parents were recommended for the PDC Council by the Head Start Director, the WHRC Director and the DSS/PI Coordinator. Currently, parents comprise 50% of the Council and therefore control the vote and a parent also serves as the PDC Council Chairperson. However, the parents who are now actively involved in the project are those who are either employed by the school or who have previously worked on other school committees. Additional parents have not been involved because PDC children have not been identified.

Teachers first learned of Project Developmental Continuity in the spring of 1974 when they were involved in discussions about PDC during OCD's site visit prior to grant approval. The WHRC Director then met with his staff in September 1974 to review PDC and teachers who expressed an interest in PDC were asked to serve on the PDC Council. In addition, a Head Start teacher and the a BL/BC preschool teacher were asked to be Council members.

The PDC Council has been divided into the following six committees, according to PDC component areas: administration, handicapped, bilingual, curriculum, parent involvement, and support services. Training planning tasks that relate to a particular component are dealt with by that particular committee. According to the PDC Coordinator, she and the DSS/PI Coordinator have had major responsibility for outlining and directing committee activities and objectives and, in actuality, have done most of the work, with committee members providing valuable input. The PDC Coordinator feels the committee members cannot function effectively without this type of leadership and direction because of their lack of experience in this area. Although the PDC Coordinator first reported directly to the Director of Early Childhood Programs and now reports to the WHRC Director, she still has to keep numerous other administrators informed of PDC activities. Therefore, an Administrative Committee, composed of the various administrators, the PDC Council Chairperson and a teacher was formed and serves as a "clearinghouse"--keeping grantee, delegate and school level administrators informed of PDC Council and committee happenings. All committee recommendations are channeled through the Administration Committee which then routes them to the PDC Council for action or suggests changes for recommendations which they do not consider to be feasible. The PDC Council has decision-making powers, providing their actions are in compliance with Head Start guidelines and School Board policy.

Staff from the WHRC, the delegate agency, and the grantee are involved in PDC, both as Council members and as Administration Committee members. In addition, the Head Start Director is trying to involve members of the Head Start Policy Council and the WHRC Director (who is in the process of establishing a PTA at WHRC) hopes to have PTA members on the Council next year.

The organizational structure for communicating with the national and regional offices, grantee, and delegate agencies is as follows: PDC Coordinator ----> grantee (Education and Child Care Department Head) ----> regional OCD office ----> national OCD offices. Thus, the PDC Coordinator has had little direct contact with national and regional officials. She has, however, talked with them at conferences and has indicated that national officials were helpful in clarifying PDC guidelines during their December 1974 site visit. Any PDC problems the PDC Coordinator encounters are directed to the grantee's representative who then either acts on them or requests assistance from the regional office.

The PDC Coordinator views the input from the technical assistance contractor's consultant very positively. The TA Consultant, according to the PDC Coordinator, serves three major functions: 1) as a soundingboard for her ideas, opinions and feelings about PDC; 2) as a supplier of information about questions she has regarding guidelines and other PDC matters; and 3) as identifier of possible problem areas. (During his visits, the TA Consultant talks to various people, getting their opinions and perceptions of what has occurred since his last visit. Based on this information he then points out possible problem areas to the PDC Coordinator.)

Planning Year Activities

This section of the case study summarizes the accomplishments of the project on planning activities during the planning year. For convenience, this description is organized into two parts by program component. Part 1 covers activities from the beginning of the project through the first site visit by the evaluation team, and part 2 covers activities from that date through the end of the school year. When there is overlap in the planning tasks set forth in the program guidelines, a discussion of a particular activity will be under the component with which it seems to fit best. Additional information on these planning activities, with special reference to compliance with guidelines, can be found in the Monitoring Report.

Administration, through January 1975. PDC staffing was completed in November 1974 when the PDC secretary was hired. Although the DSS/PI Coordinator was hired for a full-time position in October 1974, she was student teaching from January through April and was spending only 25% of her time on PDC-related activities. The PDC Coordinator felt that the DSS/PI Coordinator's fractional time commitment delayed some of the parent involvement and support services activities that could have been taking place. The delay in designating a PDC Coordinator for the 1975-76 implementation year was another hindrance to planning in this area. The 16 to 20 WHRC teachers who have been involved in the PDC Council and committees did not make a firm commitment to the program in September for two reasons: first, the PDC Coordinator for the start-up year had not been identified, and secondly, they did not feel they had enough specific information about PDC. Teachers decided to learn more about PDC and its goals and objectives by serving on the Council and the various committees and were to make a definite decision about their future PDC involvement by mid-April. The PDC Coordinator for the implementation year should be identified by that time, too. In addition to the two Head Start teachers, PDC will include ten elementary school teachers next year.

Program goals and objectives for the implementation year have been established. When the various committees were formed, their major task, as outlined by the PDC Coordinator, was to develop goals and objectives for the implementation year which would be included in the 1975-76 PDC proposal. As a result, in January all their energies were devoted to outlining what they wanted to accomplish next year. Since the committees completed this task (January 31, 1975 was the target date for completion) there seemed to be uncertainty about what the committees' next function would be. The PDC Coordinator viewed the development of the goals and objectives as Phase I of the planning year and saw Phase II as concentrating on the training program, curriculum development, etc. When asked about goals for this year during the first evaluation visit, the PDC Coordinator was able to pinpoint six or seven goals she wanted to accomplish, including development of a bilingual curriculum, having more parent-teacher contact, scheduling and grouping PDC children, developing a referral system and developing a curriculum at the Head Start-kindergarten level.

The goals, objectives and recommendations from the six committees were reviewed by the Administration Committee and the PDC Council and by January the PDC Coordinator was in the process of developing a coordinated plan which would link all the components. The 1975-76 PDC proposal was to contain the recommended program, budget and the coordinated plan for the operational year. At the time of the first evaluation visit, the final proposal was yet to be received and approved by the various Head Start, WHRC and grantee administrative bodies.

Training for administrators, teachers, aides and support staff in working with parents was planned for spring 1975, along with a workshop for training parents in decision-making skills and in working with staff. Some parent training in this area has already occurred, since PDC parents have attended PDC Council meetings to see how it operates and Title I and Head Start Policy Council members have discussed their operations with the PDC parents.

Administration, February to June 1975. The PDC staff composition has changed slightly since the first evaluation visit--the Developmental Support Services/Parent Involvement Coordinator is working full-time, having completed her student teaching assignment at the end of April, and, also in April, a new secretary was hired when the previous one resigned. In addition, a clerical aide was hired in May 1975.

The WHRC administrators, including the WHRC Director, the Head Start Director and the Early Childhood Programs Director, serve on the Administration Committee and on the Council and, as such, are kept informed of and involved (to the extent they desire) in PDC. The grantee's representative also serves on the Administration Committee and the Council. As indicated previously, members of the Administration Committee discuss program planning and activities and the overall administration of the program. One change in the organizational structure, since the first site visit, involves the PDC Coordinator's immediate supervisor. Previously she reported to the Director of the Early Childhood Programs. For many PDC decisions; however, the ECP Director had to consult with the WHRC Director; therefore, in April, a change was made and the PDC Coordinator now reports directly to the WHRC Director. Under this new arrangement, the WHRC Director is the contact person for the grantee, rather than the PDC Coordinator. The PDC Coordinator feels that this new organizational arrangement is preferable for two reasons: 1) it is a more direct relationship, and 2) the WHRC Director will be more directly involved in the PDC program.

The proposal writing process involved the various committees recommending program issues (e.g., component goals and objectives and budget requests) to the PDC Coordinator, who then compiled the information and write the proposal. The 1975-76 proposal was presented to the PDC Council and grantee officials and both groups recommended changes which were incorporated into the revised proposal. Grantee concerns about the proposal centered around their belief that the project was emphasizing the curriculum and teacher training areas too much and was neglecting the developmental support services and parent involvement components. Changes were made in the proposal to reflect this, although, according to the grantee's representative, not to the extent the grantee would have liked.

In March 1975, the 1975-76 proposal was sent to OCD in Washington and in mid-May the regional OCD office received a seven-page list of questions from the national office regarding Michigan's proposal. A regional representative met with the grantee's representative to discuss these concerns and she, in turn, met with PDC staff and WHRC administrators. This meeting resulted in a firm commitment from the local school district and PDC staff to deliver those things OCD requested and to implement the program totally next year (some of OCD's concerns involved the proposed phase-in of curriculum, parent involvement, etc., over the next year or two and the lack of emphasis on the parent involvement and developmental support services components). The PDC Coordinator has since responded to OCD questions. OCD also recommended budget changes and requested the project to itemize their budget, and the PDC Coordinator is now in the process of doing this.

At the time of the second evaluation visit, the PDC Coordinator listed the following as budget highlights: parent training, six aides to staff the PDC classrooms, materials for handicapped children and BL/BC students, modification of curriculum and teacher training, and provision and expansion of medical/dental services to PDC children who cannot afford them and who are not legally covered under other insurance or state or federal programs.

Staffing issues have not been resolved yet. Of the 15 to 20 teachers who were initially involved in the program, only four decided to continue with the project in mid-April while five new teachers expressed interest in joining PDC. During the second site visit, one of these nine teachers decided not to continue with PDC, so the PDC Coordinator still must recruit four more teachers for next year. She indicated that she is in the uncomfortable position of having to "sell" the program to get the additional teachers the program needs.

Most of the component committees appear to have stopped functioning after the 1975-76 proposal was written. Neither of the committees for the BL/BC or handicapped components have met since March and it appeared that the Parent Involvement and Education/Curriculum committees were the only active committees. The lack of committee functioning gives further evidence of the major roles the DSS/PI Coordinator and the PDC Coordinator are playing this year in terms of planning activities and tasks.

The program has established goals and objectives for each component area which are listed in the 1975-76 proposal and, according to the PDC Coordinator, parent involvement, support services and education are priority areas. As mentioned, both the grantee and OCD told the project to put more emphasis on the support services and parent involvement components, and the PDC Coordinator views curriculum and teacher training as other priority areas. The proposal also contains timetables (which begin in April 1975 and continue through the start-up year) for the development of the ECS in WHRC, although the PDC Coordinator indicated that changes will be made in the timetables to reflect the questions and concerns raised by the national OCD office.

Key elements for each component were identified by the PDC Coordinator and are listed below:

- BL/BC--increase the number of multicultural activities and increase the involvement of minority parents;
- Support services--offer increased services to PDC families; and work to get community agencies to respond to family needs;

- Parent involvement--bring parents into the classroom and, in general, increase parent involvement in the elementary school;
- Handicapped--focus on increasing the teachers' ability to work with handicapped children and helping parents understand and deal with the problems their handicapped children have;
- Education and teacher training--continue to modify the existing Head Start and elementary curricula, i.e., make goals and objectives more specific in areas other than those addressed this year.

The PDC Coordinator has, to some extent, been coordinating PDC with other state or federal funding although she indicated that most of this is usually coordinated through the WHRC Director, i.e., he sends her to the appropriate person such as the Federal Programs Coordinator or the Director of Elementary and Secondary Education. The PDC secretary is paid out of CETA funds and the PDC Coordinator is in the process of trying to obtain CETA funds to hire six to eight PDC aides. She also plans to talk with the Director of Latino Programs about possible financial or "personnel" support for the BL/BC component of PDC. PDC children will still be served by other state or federal funds, i.e., Chapter III program of the Michigan State Aid Act is for children who are below grade level in math and reading and the ESAA Bilingual Intake Center works with bilingual children who are having difficulty in school. Next year, a representative from the PDC Council will attend Title I Council meetings to see that the programs are coordinated whenever possible.

No training for administrators, teachers, aides and support staff in working with parents has taken place and none is in the initial planning stage nor has there been any more training for parents in decision- and policy-making skills. The PDC Coordinator was only tentatively thinking about a workshop of this nature for September 1975.

> With the exception, then, of planning tasks dealing with parent and staff training, most of the administrative tasks have been addressed. The proposal and budget were written and revised and have again been revised by OCD. The Administration Committee is functioning effectively. However, all prospective PDC teaching staff have not yet been identified.

Education, through January 1975. The PDC Curriculum Committee, composed of parents, teachers and administrators, was formed in December 1974 and was involved in the discussion and development of educational approaches and a curriculum. Committee members had reviewed the goals and objectives of Head Start, kindergarten and the early primary grades and had visited other educational models.

By January, an early childhood consultant from a nearby university had met with the committee twice and, according to one member, had provided the needed direction and organization for the committee. The consultant had outlined various educational approaches and their implications for committee members and had discussed alternate ways of staffing and arranging classrooms. The PDC Coordinator wanted to see the consultant and committee members (which includes parents, teachers and administrators) begin to function as a "class" (with possible university credit for teachers) in which all information would be presented and reviewed by the committee members so that final decisions regarding educational methods, curriculum, staffing patterns, room arrangement, and diagnostic and evaluative systems could be made.

At the time of the first site visit, the PDC Coordinator saw the "class" focusing on curriculum issues such as language arts and one or two more skills, but only at the Head Start and kindergarten levels. Thus, the curriculum currently used at the primary level will be continued during the implementation year. Teacher training would therefore presumably focus on such issues as individualization of instruction, using diagnostic and evaluation systems, and teaching age-appropriate, basic skills, rather than curriculum training.

Regular communication between preschool and early primary level teachers, parents and administrators has occurred through the weekly committee meetings, monthly PDC Council meetings and, for teachers, through visits to other classrooms to observe different forms of teaching.

PDC staff and students will be located in one wing of the building next year as will the two self-contained Head Start classrooms. At the time of the first evaluation visit, the PDC Coordinator anticipated hiring two or three classroom aides for the implementation year.

Education, February to June 1975. Through the Curriculum Committee, parents and teachers have continued to be involved in the discussion and selection of an educational approach, although the composition of the committee has changed drastically since March. The new committee was organized in April after WHRC teachers indicated whether or not they were going to continue with the program during the implementation year. Four teachers who had been involved in the program elected to continue with the project and five new teachers indicated their interest in becoming PDC teachers. At the same time, the PDC Coordinator reviewed the names of parents who had been involved in the program over the course of the year, selected seven or eight parents who she felt would have time to spend on developing a curriculum, and asked them to serve on the committee. The present committee, then, consists of nine "PDC" teachers, two Head Start aides, and eight parents.

The entire committee is participating in an extensive workshop conducted by a consultant from an educational consulting firm located in Massachusetts. The workshop was started in April and will run through June. There have been about seven sessions to date. However, one problem encountered has been a difficulty in finding nine substitute teachers to replace the nine participating teachers on the same day. Therefore, most of the workshop sessions have not involved the entire committee. The committee has adopted a learning and teaching model introduced by the Massachusetts consultant, which is based on the sequential steps of exploration, understanding and action, i.e., manipulation of objects precedes the understanding of the object which in turn precedes the child acting on the object. According to a Head Start teacher, the approach will be implemented through the use of open classrooms, learning centers and team teaching. And there will be less bookwork and more manipulation of objects to reinforce learning.

In addition to deciding on an educational approach, the committee, through its workshop, is developing a coordinated curriculum for next year's PDC classes. The committee has identified and pulled together student goals and objectives that are currently used in the Head Start and elementary school programs (teachers at each grade level were asked to identify the goals and objectives relevant to their students) and has decided to focus its attention on three content areas: reading, psychomotor and self-awareness or self-concept. Committee members are now in the process of making the goals and objectives for these areas more specific. The existing goals and objectives for other content areas, e.g., math, social studies, etc., will be used as part of the PDC curriculum and will be modified next year. After breaking down the general goals into specific ones, the committee plans to spell out the steps a student goes through to achieve or to learn about a specific objective. Work on this task is scheduled to begin in mid-June.

According to the PDC Coordinator, the committee members will also review all goals and objectives and list them developmentally so that the curriculum will be continuous and they will decide on methods and strategies to implement or achieve these student objectives, such as through multi-aged grouping, individual attention, etc.

Regular communication between preschool and elementary school teachers, parents and administrators is still continuing through the ongoing workshop, PDC Council meetings and the sharing of materials by teachers. Also, two teachers (one elementary and one Head Start) attended a handicapped workshop in Champagne, Illinois in March. The Head Start teacher indicated that teachers who will take part in PDC are communicating well now and are learning more about what other teachers at different grade levels are doing.

The Head Start teacher had no information about the development or selection of a diagnostic and evaluative system for individual children, but indicated that the committee had discussed the varying rates at which children develop and the need to individualize instruction because of this. The PDC Coordinator said that a diagnostic and evaluative system is being built into the curriculum. Since each objective will be defined in terms of the "steps" a child needs to go through in order to learn about or to attain an objective, a teacher will know exactly where a child is and will then develop strategies to help him/her reach the next step or goal. Since the curriculum spells out specific goals and shows how students learn these objectives, she believes teaching will become much more individualized. In addition, the PDC Coordinator stated that individualization of instruction will be accomplished by some ability grouping of children and by increasing the number of classroom aides.

As mentioned earlier, the staffing pattern for PDC has not been finalized. Four more teachers are needed to complete the twelve-person PDC teaching team consisting of two Head Start teachers and ten elementary teachers. The WHRC Director will be meeting with individual teachers to discuss their possible involvement in PDC. Both he and the PDC Coordinator want teacher involvement in PDC to be voluntary. However, the PDC Coordinator is concerned about filling these positions, especially since teacher assignments have to be finalized before school ends for the summer. She would also like to hire six to eight PDC aides next year and plans to talk to the Director of Elementary and Secondary Education about using CETA funds for these positions. If CETA funds cannot be used, the PDC Coordinator intends to use PDC funds, although she was not sure how many positions the budget could support (she was in the process of revising the budget for OCD). The original proposal showed two aide positions funded by PDC.

> In sum, the Curriculum Committee has decided on an educational approach and is in the process of modifying or expanding the existing Head Start and elementary school curricula in three content areas. The committee will also be ordering the specific goals and objectives developmentally so that they will be continuous and they are planning strategies and methods to implement the curriculum. However, it is very doubtful whether the committee can complete all these activities before the end of the workshop (late June) and there are no plans for the committee to meet during the summer. Plans are to hire additional classroom aides and these people, along with the curriculum itself, will increase the individualization of instruction.

Preservice and inservice training, through January 1975. Training activities have included PDC Council members visiting different educational models, teachers visiting other classrooms within WHRC, and a PDC workshop which was held in November 1974 to acquaint participants with PDC goals, objectives and component areas. No specific plans for future training of teachers, parents and administrators had been made at the time of the first evaluation visit. But the PDC Coordinator was considering contracting with the Early Childhood Department of a nearby university to develop a comprehensive training schedule and to carry out the workshops dealing with curriculum, communication skills, bilingual education, individualized instruction, etc. University representatives were to present their training package to the PDC staff in February 1975.

In addition, the PDC Coordinator had contacted the school district's Special Education Department regarding their possible involvement in training teachers to work effectively with handicapped children and had contacted some of WHRC's bilingual teachers regarding this aspect of the training program. However, no firm schedules or training agendas had been developed with the school district personnel, and it is questionable whether the comprehensive training program the PDC Coordinator foresees can be accomplished by June 1975, especially when it is impossible to provide release time to the teachers for training purposes.

Preservice and inservice training, February to June 1975. Most of the PDC training activities occurred in May or were to occur in June. The following training had taken place or was in process at the time of the second evaluation visit:

- A curriculum workshop (for teachers and parents) which is being conducted by the educational consultant from Massachusetts;

- A nutrition workshop (for teachers and parents), which focused on assessing the nutritional needs of children and adults, was conducted by a nutritionist from the County Health Department;

- A health seminar (for parents and teachers) was conducted jointly by a Head Start nurse, a WHRC nurse and a nurse from the County Health Department and focused on assessing children's medical needs, why health records are kept, how the data are used and transferred, and available community health resources;

- A handicapped workshop (for parents and teachers) was conducted by the Director of the Special Education Department and by a learning disabilities consultant and involved a review of the Michigan Mandatory Special Education Act, and a discussion of the identification of handicapped children and of how parents and teachers can work with these children.

In addition, at the May 27 PDC Council meeting a church organization, FISH, gave a presentation on community agencies, listing the services each provides and how to contact them. The Director of the school district's Psychology Department gave a presentation on the effects of the home environment on school achievement at the same meeting. According to the minutes from some of these workshops, it appears that attendance has been low, with only three parents attending the nutrition workshop and five non-PDC staff attending the health seminar.

As mentioned in the education section, the PDC Coordinator stated that training in individualized instruction and in the teaching of age-appropriate skills is occurring simultaneously with the curriculum development effort. By spelling out specific goals and the steps a child must go through to attain each goal, teachers are learning to individualize instruction, i.e., to interact with each child at his particular level of development. And by listing the goals and objectives developmentally, teachers are learning the appropriate times to introduce skills (objectives and goals).

Two training sessions are scheduled for June: two school district teachers will be conducting two Saturday workshops for parents on "Parent-Child Interaction," and the PDC Parent Coordinator will conduct a one-day workshop for parents who wish to be classroom volunteers next year.

Other than a brief PDC Council training session on "how to conduct business" there has been no parent training in acquiring decision-making and/or policy-making skills and there are no plans for training administrators, teachers and aides to work with parents.

In sum, little training for parents and teachers in the areas of handicapped and support services has occurred and no training for parents in decision-making and/or policy-making skills or for school staff in working with parents has taken place. However, parents and teachers are receiving training in the areas of curriculum, individualized instruction, and the teaching of age-appropriate basic skills through their participation in the curriculum workshop.

Developmental support services, through January 1975. The Parent Coordinator is also the person in charge of the support services component, thus her designation as "DSS/PI Coordinator." In January, her time commitment to this project was about one-quarter, yet she had worked extensively in this area since she was hired in October 1974. All available community agencies in the neighborhood had been contacted and had agreed to provide free services to PDC children next year. In addition, a community health center had agreed to provide physicals, health treatments, immunizations, pediatrics, medicine, health counseling, laboratory testing and screening, and health and nutrition education to families on a graduated income scale. In addition to the number of outside support services the DSS/PI Coordinator had arranged for, WHRC has its own health clinic which is located on the school premises. Two nurses from the County Health Department, along with one male representative from the city's Black Nurses Association, are full-time Support Services Committee members. Also, many of the area's doctors and nutrition specialists have been contacted and have agreed to give workshops for PDC participants. The DSS/PI Coordinator reported that there have been no obstacles in planning for this component and that she had received complete cooperation from all persons contacted. However, the referral method still needs to be refined by members of the Support Services Committee.

Developmental support services, February to June 1975. Michigan's PDC staff have started to assess the medical and dental needs of PDC children because some parents, who have heard about the program through parent meetings or from PDC staff, have submitted applications to the PDC program and the DSS/PI Coordinator has reviewed the school's medical files of children from these families. If the records indicated that a child was in need of support services, the DSS/PI Coordinator contacted the child's parents and asked them to permit the PDC program to provide such services. Consequently, some children have already been sent to the community health center for immunizations. The DSS/PI Coordinator indicated that the WHRC Director would be assigning children to teaching teams soon and she expected to be receiving a list of those children who would be in PDC. A letter will then be sent to their parents explaining PDC and will be followed by a home visit from the coordinator and community relations workers to further assess children's needs. However, the DSS/PI Coordinator was not sure if she would be working during the summer (the PDC budget had not yet been finalized) and, as a result, was not able to predict when these home visits and needs assessments would take place.

Her plans for assessing children's needs are defined below:

- Nutrition. Program staff will work with a Michigan State Extension Services aide and a nutritionist from the County Health Department to provide training for parents on buying and serving low-cost nutritional foods and the PDC program will make sure that every child receives a hot lunch. PDC staff also investigated additional funding resources for a possible breakfast program but were not successful in locating commitments or funds.

- Medical. As mentioned above, the program will utilize school medical files as one way of assessing children's needs and community agencies will provide follow-up services when necessary. In addition, some PDC funds have been allocated for providing services that parents cannot provide due to financial constraints.

- Dental. Again, dental records will be reviewed and follow-up services will be provided by the community health clinic which is in the process of installing a dental clinic. Medicaid recipients will receive services free and others will pay on a sliding scale.

- Social services. The County Department of Social Services will be the consulting agency for PDC. Teachers will be responsible for noting any clothing needs, and home visits will also help the program to identify any needs the family may have.

In addition, as a means of making families aware of community resources, a subcommittee of the Parent Involvement Committee produced an extensive parent handbook which listed this type of information and each PDC family will receive a copy of this handbook.

The DSS/PI Coordinator identified the following resources as the ones that will probably be utilized by PDC most frequently: the community health clinic (for all medical needs); local hospitals (for surgery and glasses); Salvation Army (for food, clothing and shelter); a church organization (for food, clothing, shelter, transportation and emergency needs); and the County Social Services Department (general assistance and food stamps). PDC has already arranged for services from the health center, the Department of Social Services and a mental health clinic and will receive letters of commitment from them. Commitments from the other agencies are verbal. Also, the program has made arrangements with a pediatrician to work with the PDC program in a consulting capacity. Since most services will be provided by the agencies at no charge or at a minimal charge to those who qualify, the PDC program sees no need to locate additional funds to fill gaps in services. Some PDC funds, however, have been earmarked for this purpose.

A system to coordinate direct services and referrals will be developed by the DSS/PI Coordinator after the needs assessment has been completed.

> In sum, the PDC program has plans for assessing the needs of PDC children but has only begun to implement these plans because of the late identification of the children. Community agencies have been identified and contacted and the program anticipates that the school system and community agencies will be able to meet all student needs. A system to coordinate direct services and referrals will be developed after the needs assessment is completed.

Parent involvement, through January 1975. Under the direction of the DSS/PI Coordinator, a number of parents who are employed by the school district have been actively involved in PDC planning and decision-making and have participated in various PDC component committees.

Since the program had not identified PDC children in January, the parents who have been involved in planning for PDC are not representative of the PDC population. Rather, they are parents who are interested in the program and who may decide to enroll their children in PDC in fall 1975. These parents have had regular meetings with administrators and teachers to discuss curriculum, support services, handicapped and bilingual education, and training. Parent involvement, then, has been limited to a "Parent Corps," consisting of 15 to 20 parents.

The DSS/PI Coordinator has very definite ideas about the type of parent involvement that is essential to PDC. She wants parents to play a much more active role than that of teacher aide or classroom "catch-all." She envisions that parents will share whatever talents and skills they have with the children and that they will share equal classroom responsibilities with program teachers. By January, parents involved in PDC had also attended meetings of other parent groups in the community in order to receive firsthand training in how to conduct meetings and work together in an effective manner.

Parent involvement, February to June 1975. The same group of parents (Parent Corps) are still involved in the PDC Council and have participated in making decisions about the PDC budget, proposal, and other planning year activities. Eight of these parents are currently involved in the curriculum workshops being conducted by the Massachusetts educational consultant. But no concrete plans have been developed on how these parents and other parent volunteers will be involved in the classroom. Parents who have completed application forms for the PDC program have also responded to a questionnaire which dealt with parent involvement in the school, specifically with how parents would really like to be involved, e.g., Policy Council member, home-room mother, classroom helper, etc. According to the DSS/PI Coordinator, once additional PDC parents have been identified, they will be surveyed in a similar manner. The program also intends to survey PDC teachers in the fall to ascertain their expectations for parent volunteers and the coordinator anticipates scheduling a September 1975 workshop for parents that will cover how to work effectively in the classroom. She hopes that teachers and parents can work out a joint plan for parent involvement, although she indicated that teachers will be making the final decisions in this area.

The coordinator was planning a "volunteer" workshop during the first week of June 1975 for those parents who completed the questionnaire. However, it was not clear what subjects would be covered at this workshop.

PDC staff, the DSS/PI Coordinator and three WHRC teachers also conducted a small telephone survey (15 families) to determine what parent involvement in the school means to parents, how parents would like to be involved in the schools, if their school concerns were being answered or addressed, etc. Staff discovered that, as a whole, parents wanted to be more informed about what goes on in school and what schools have to offer to children and parents. One of the results of this survey was the formation of a parent involvement subcommittee to work on the production of a "parent handbook," a comprehensive handbook explaining PDC, how WHRC is set up, some activities parents could do with their children, etc. The DSS/PI Coordinator and the parents completed the handbook in May 1975.

According to one of its members, the Parent Involvement Committee has discussed whether teachers should make regular home visits next year to talk with parents about their child's school experiences. However, teacher release time would have to be provided for such an activity. Instead, the DSS/PI Coordinator anticipates that the report card and parent/teacher conference system now in effect will continue. Thus, the committee has not decided on a system for regularly informing parents of their child's experience in school. The program did plan to develop "activity kits" which would complement what is being taught in school and which would be used in the home by parents with their child. However, the Education Coordinator was to have been responsible for developing these packets and this position has been eliminated from the budget at OCD's request. The DSS/PI Coordinator did not know whether another staff member would take over this responsibility.

The Coordinator met with some WHRC parents and those parents who have been involved in PDC to discuss parent needs and interests in special programs. Areas of interest included classes in ethnic food preparation, sewing and cake decoration. Again, since PDC children have not been identified, a parental needs assessment cannot be completed and plans cannot be made for meeting these needs. The DSS/PI Coordinator has contacted the Director of the Adult Programs for WHRC and he has indicated his willingness to assist her in arranging courses for parents. But, again, arrangements cannot be made until parents' needs have been assessed.

As mentioned under training, a training session on "how to conduct business" was presented by members of the PDC Council and the PDC Coordinator.

> In sum, although parents have been involved in PDC by serving on the component committees and on the PDC Council, many parent involvement planning tasks could not be dealt with in their entirety because the PDC children have not been identified. Parent training, assessing parent needs, planning for adult education/recreation programs and involving parents in PDC classrooms are all contingent upon the identification of the PDC student population.

Services for handicapped children, through January 1975. As reported earlier, the Michigan Mandatory Special Education Act specifies that school districts will provide services to handicapped children through age 25 and a school district Educational Planning and Placement Committee (EPPC) will decide how the school district can best meet each child's needs. Children with learning disabilities and those diagnosed as emotionally or mentally impaired attend WHRC. The PDC Coordinator supports the concept of mainstreaming handicapped children and hopes to be able to show the school district's EPPC Committee that handicapped children can be mainstreamed successfully in PDC. However, the EPPC Committee has final decision-making power in the placement of handicapped children.

PDC project staff intended to identify, recruit and screen handicapped Head Start children. In a similar manner, they planned to ask teachers on Teams 7, 8 and 9 (where PDC will be located next year) to list children who have various types of handicaps which are not severe enough to place them in special education classes.*

Handicapped Committee members had assessed the community and school district resources that are available to meet the needs of handicapped children and had alerted these agencies to the fact that the program will be working with handicapped children. The PDC Coordinator felt that any needs that arose could be handled by these community agencies and/or the school district.

Handicapped Committee members had discussed provisions for special, individualized services to be included in the regular classroom program with the Director of Special Education. The PDC Coordinator was hopeful that one of WHRC's learning disabilities teachers could become a member of the PDC team, working with children as needed in the classroom setting. Thus, PDC would be able to utilize the qualified staff who are already at WHRC.

Training for regular teachers in using special techniques and materials for handicapped children was scheduled to begin in April 1975, at which time handicapped children would have been identified and the district's Special Education Department personnel would be able to provide workshops based on the needs of these children.

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*During the second evaluation visit, the PDC Coordinator indicated that different teams have been designated for PDC (not children on Teams 7, 8 and 9) and that the teachers on the newly designated PDC teams had not surveyed the number of handicapped children on their teams.

Services for handicapped children, February to June 1975. None of the Head Start children presently attending WHRC are handicapped and since all of the PDC children have not been identified, a survey of handicapped children at the elementary level has still not begun. Once all the children are identified, the PDC Coordinator plans to determine how many are handicapped and, if the percentage of PDC handicapped children does not reflect the school-wide percentage of 6%, children with learning disabilities will be assigned to the program. (Parents will be informed of these assignments and will have the option of withdrawing their child from PDC.) The PDC Coordinator also plans to contact families who send their preschoolers to a preschool that serves handicapped children exclusively and offer them the option of sending their child to PDC. Her procedure for accomplishing this was not clear, however, and there are stipulations on which handicapped children the WHRC facilities can accommodate. It must be noted here that the Michigan site's plans for surveying and screening handicapped children are extremely vague.

Although community agencies that are available to meet the needs of handicapped children have been identified (The County Society for Crippled Children and Adults, the city's General Hospital, the school district's Special Education Department, and a number of county handicapped programs) no firm commitment to provide services has been solicited from any of them. PDC program staff have made phone calls to some of these agencies to find out what programs they have for parents, e.g., booklets, films, parent-group sessions, etc., in helping them deal with their handicapped child. However, that has been the extent of their contact. The PDC Coordinator has also met with the Director of the Special Education Department and has discussed with him the handicapped child, the Mandatory Special Education Act, and mainstreaming children. The Director of the Special Education Department has also discussed these issues with parents and teachers at a workshop. However, no specific arrangements have yet been made with the department for their involvement in PDC. According to the PDC Coordinator, this department provides complete services for handicapped children at WHRC and therefore there is no need to locate funds to fill gaps in services.

No continuous service system that spans Head Start through grade 4 has been developed by the PDC program. According to a Handicapped Committee member, WHRC has such a system for kindergarten through grade 4 children which consists of a year-end review of each child's progress and individual instructional program. At the same time, with parent input, a program is devised for the child for the following year which will meet his specific needs. However, there were no indications that PDC would adopt this system or that it would be extended to the Head Start level.

To help provide special individualized services within regular classrooms the PDC staff hopes to have one special education teacher assigned to the PDC wing to work both with the PDC children in the regular classroom setting and with classroom teachers/aides in planning individual programs for these children. During the first evaluation visit, the PDC Coordinator indicated that this individual would be one of the team members. However, by the second evaluation visit, these plans had changed. Rather than being a team member, the learning disabilities teacher would be assigned to work with PDC children. The final decision on the assignment of this staff member is to be made soon. But the PDC Coordinator has no contingency plans for providing these kinds of services if this teacher is not assigned to PDC. The teacher who would like to assume this position is a member of the Handicapped Committee and was interviewed by the evaluation team. She felt that for classroom teachers and the special education teacher to work together in planning individual programs it will be necessary for the school or program to provide time for these planning sessions; otherwise, these meetings will not occur.

The 1975-76 proposal calls for three training sessions on working with handicapped children to be held during the implementation year. However, a Handicapped Committee member was not aware of any teacher training plans. She indicated that committee members had discussed scheduling inservice workshops for teachers on working with handicapped children but did not know if their suggestion had been incorporated into the proposal. Areas of training that were of interest to her included classroom management, behavior modification and student contracts. Teacher training thus far in this area has included the previously mentioned workshop given by the Special Education Department which focused on the Mandatory Special Education Act, identification of handicapped children, and working with handicapped children. From the description of the workshop, it did not seem to deal with specific teaching techniques. Also, the workshop was held after school and, according to one committee member, was not well attended. Another workshop dealing with curriculum delivery to handicapped children is scheduled for June and will be conducted by a special education consultant who has attended one or two of the curriculum development workshops.

Parents and teachers have met to decide on materials to be purchased for handicapped children and BL/BC children and, as a result, materials dealing with perception, auditory and motor development, etc., have been ordered and more will be purchased next year. The PDC Coordinator expects the handicapped population of PDC to be similar to those attending the WHRC, e.g., learning disabilities, emotionally impaired, and mentally impaired, and does not foresee any physical changes occurring in the classrooms.

> In sum, the project has selected materials for handicapped children, has identified community agencies to use as resources, and has made plans for providing special services to handicapped children within the classroom setting. However, no continuous service system has been developed, no training in special teaching techniques has occurred, the survey of handicapped children is not completed and the involvement of community agencies and school district special education consultants have not been specified. The Handicapped Committee has not met since February/March 1975; instead the PDC Coordinator and the school district's Special Education Director have been addressing the handicapped component tasks.

Services for bilingual/bicultural children, through January 1975. As mentioned, Title I funds a bilingual preschool program at WHRC and, as a result, Chicano and Puerto Rican preschoolers attend this program instead of Head Start. Kindergarten and early primary level children who are monolingual (Spanish) or who have language interference problems are placed in a kindergarten class and on one of the four teaching teams which have bilingual programs. The bilingual program, however, has as its prime focus the learning of English as a second language. At the time of the first site visit, the school district had made tentative plans to hire an administrator whose task would be to develop a comprehensive BL/BC program.

The Bilingual/Bicultural Committee of the PDC Council, which was formed in January 1975, consists of bilingual WHRC teachers (one preschool, one kindergarten and one early primary) and Latino parents. The committee plans to incorporate the BL/BC component of PDC only at the preschool and kindergarten level by recruiting BL/BC children from the above-mentioned classes for PDC next year and by developing a BL/BC program at this age level. To accomplish this, the committee sent letters to parents of BL/BC preschool and kindergarten children asking them if they would be interested in having their child in the PDC Head Start and kindergarten classes next year instead of the Title I preschool program or the bilingual kindergarten class. The committee had reviewed the BL/BC materials that are being used at WHRC and was reviewing other commercial materials at the time of the first evaluation visit. To insure that BL/BC aspects such as instructions in two languages, Spanish instruction for English-speaking children, learning about the culture of Mexico and Puerto Rico, etc., are incorporated into the curriculum, two members of the BL/BC Committee (one parent and one teacher) are also serving on the Curriculum Committee. They planned to coordinate their efforts in developing a BL/BC curriculum with the BL/BC program administrator, if and when he/she is hired.

BL/BC Committee members had also discussed the issues of evaluating the progress of BL/BC children and involving BL/BC parents in the classroom, but had made no specific recommendations for these areas at the time of the first evaluation visit. The BL/BC Committee had recommended that one bilingual teacher and one Spanish-speaking aide be part of the PDC, Head Start and kindergarten teams next year. This teacher and aide had not yet been identified, partly because the four WHRC BL/BC teachers presently involved in PDC do not have to make a decision about joining the program next year until mid-April. There was no alternate plan for hiring a BL/BC teacher if none of the four WHRC teachers decide to become PDC teachers.

Services for bilingual/bicultural children, February to June 1975. The PDC Coordinator has talked with some of the BL/BC preschool parents about enrolling their child in the PDC kindergarten and enrolling any siblings in the PDC Head Start rather than in the BL/BC preschool. The Head Start Director indicated that he is trying to recruit some BL/BC children although they would have to be fluent in English since none of his aides or teachers are bilingual.

Within Head Start, there is no bilingual program and although four WHRC BL/BC teaching teams utilize a BL/BC educational program, it is not documented and the PDC Coordinator was not familiar with it. The PDC Coordinator intends to contact the Director of Latino programs for support and assistance in this area. One WHRC BL/BC teacher will be a PDC teacher next year and the PDC Coordinator plans to have this teacher extend the BL/BC curriculum down to the Head Start level. How this curriculum development effort relates to the work of the Curriculum Committee is not clear. The project also plans to hire one BL/BC aide who, with the BL/BC teacher, will provide special services to BL/BC children in Head Start and the elementary classes. It was not clear whether this teacher had been told that she would be responsible for extending the curriculum to Head Start children or that she would be serving all BL/BC children, e.g., Head Start and elementary.

No teacher training in the BL/BC area has occurred thus far. Some portion of a three-day preservice workshop scheduled for September 1975 is to be devoted to this area and possible topics include cultural differences and how to deal with language problems, but the agenda for this workshop is still tentative. The PDC Coordinator has contacted the WHRC Student Intake Center teacher (the Center provides help for BL/BC children who are having difficulties in school) about conducting the training and is waiting for her reply.

> In sum, most of the planning tasks under this component have been only superficially addressed and many of the ideas the PDC Coordinator had about the area, e.g., training curriculum, assessment, etc., seemed to be very preliminary and vague. She was not able to identify a BL/BC person who is familiar with the planning tasks and would be able to provide information on this component. In fact, the BL/BC Committee has not met since February and PDC staff have given only minimal attention to this component area.

E. Analysis of the Planning Process

The PDC program at the Michigan site is composed of parents, teachers, community representatives and administrators who are trying to organize and establish a "mini-school within a school." The formal structure of the PDC program is presented in Figure 1.

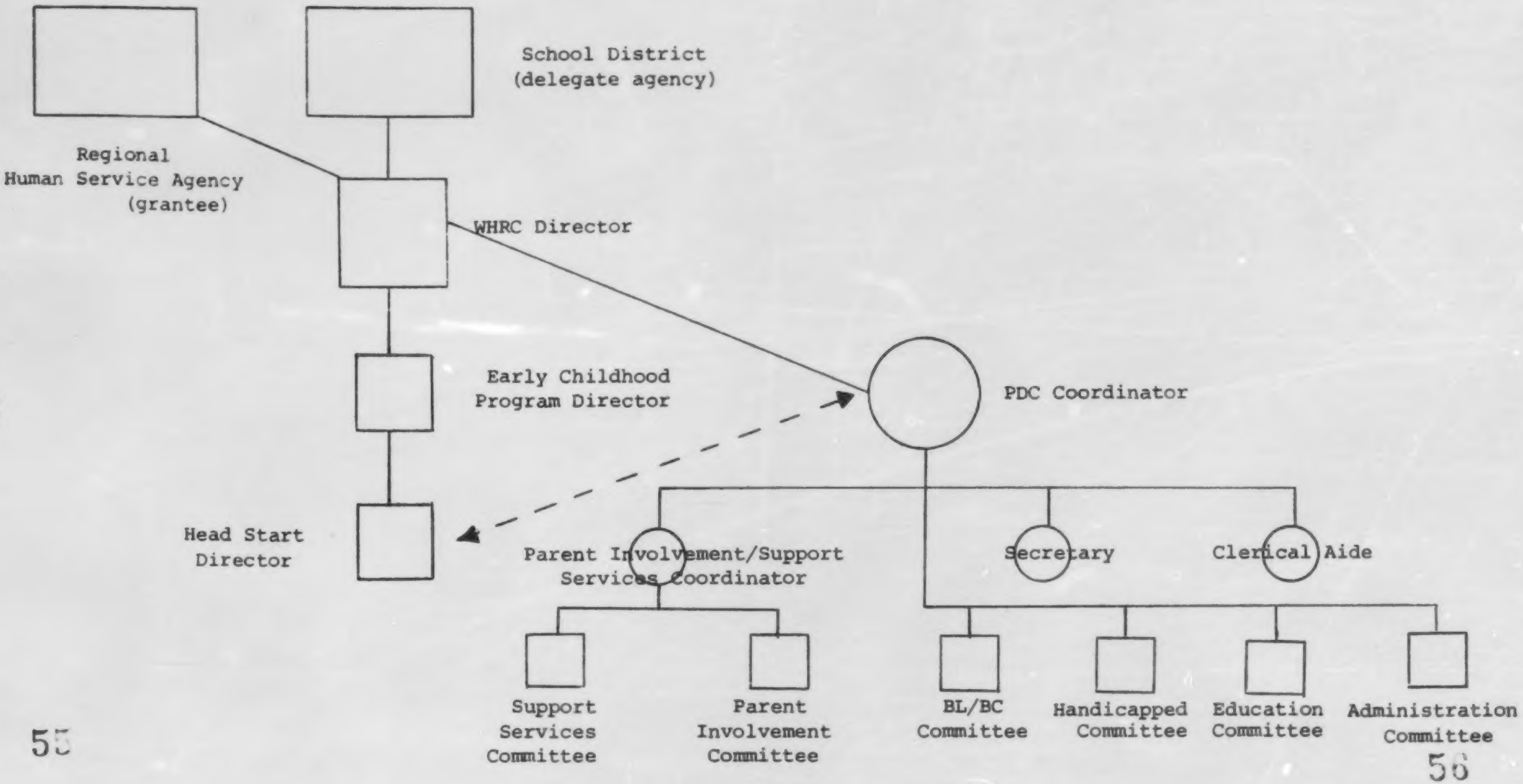
The analysis and interpretation of this program is presented in the sections that follow in terms of description of roles of the planning personnel, planning accomplishments and completion of planning activities, an overview and interpretation of salient features of the program as it stands at the end of the planning year, and a de facto definition of the PDC program.

Description of Roles

Parents, teachers and administrators who are employed by the school district, along with PDC staff, have all been involved in carrying out the planning for the PDC program in Michigan, in varying degrees and at different levels. Their roles and activities can be delineated as follows:

- PDC planning staff: PDC Coordinator and Developmental Support Services/Parent Involvement (DSS/PI) Coordinator. The PDC Coordinator was hired by the school district in September 1974 and is responsible for the administration, coordination, and overall operation of PDC. In addition, she has primary responsibility for five of the seven component areas. Although component committees were formed and have had much input into the proposal, the PDC Coordinator and DSS/PI Coordinator set the agendas for all the committee meetings and have assumed leadership roles within each committee. The DSS/PI Coordinator was hired in October 1974 and is responsible for two of the component areas that involve working closely with parents. However, from January through March 1975, she was student teaching at the kindergarten level and was only working one-quarter time on PDC. Progress in the support services and parent involvement areas slowed down considerably during this period but momentum has increased since her return to full-time.

Figure 1
Formal Structure of the PDC Program in Michigan*


School District
(delegate agency)
Regional
Human Service Agency
(grantee)
WHRC Director
Early Childhood
Program Director
PDC Coordinator
Head Start
Director
Parent Involvement/Support
Services Coordinator
Secretary
Clerical Aide
Support
Services
Committee
Parent
Involvement
Committee
BL/BC
Committee
Handicapped
Committee
Education
Committee
Administration
Committee

*Committees contain parents, teachers and administrators

- WHRC Director. The WHRC Director has ultimate decision-making authority over PDC operations because he directs the Center. The PDC Coordinator now reports directly to him (as of April 1975) and, as a result, he has been more directly involved in the program than previously. Since April the WHRC Director (rather than the PDC Coordinator) has been the contact person for the grantee's representative. The WHRC Director has a vested interest in PDC--his conceptualization of the ultimate shape of WHRC includes the establishment of a number of "mini-schools," or "schools within a school," which would offer different educational approaches and curricula. PDC is to be the first of these mini-schools.

- Parents employed by the school district. Parents (although few in number because of the very late identification of PDC children) have been a viable force in the PDC planning year. The 15 to 20 parents who have been involved in PDC throughout the year have served on the committees and on the PDC Council and, as such, have participated in all PDC planning year activities. The majority of these are employed by the WHRC Early Childhood Program's home-based preschool program or BL/BC preschool program. But Head Start parent support has been minimal, at best.

- WHRC teachers. It is difficult to describe the role that the WHRC teachers (including one Head Start teacher) have had during the planning year, since their involvement has fluctuated over time. When teachers were informed of PDC last September, 15 to 20 staff members indicated that they were interested in PDC but did not want to make a commitment to the program until they had a chance to become involved and learn more about it. Because of the amount of time PDC demands, most of these teachers have chosen not to continue with PDC. In mid-April, when WHRC staff had to decide whether or not to continue with the program, only four teachers out of the original group of 15 to 20 elected to do so. Therefore, although WHRC teachers have participated in PDC planning year activities, their "in and out" pattern has resulted in inconsistent involvement.

- PDC component committees and PDC Council. As mentioned earlier, the component committees served a very useful function in planning and recommending program and budget suggestions for the 1975-76 proposal. Since then, however, their roles or functions have not been clearly defined and only three of the committees were still meeting regularly at the time of the second evaluation visit. The high turnover of teachers mentioned above may have been one factor in the decreasing activity levels of some of the committees. In any case, their utility seemed to change drastically after the PDC proposal was written. The PDC Council acted in a decision-making capacity in accepting the 1975-76 PDC proposal and budget and acts as a communication system for all persons involved in PDC. It is parent-controlled, with parents having 51% of the vote.

- Education/Child Care Department Head at the OLHSA (grantee). The Education/Child Care Department Head, or grantee representative, has provided technical assistance to the PDC Coordinator, serves on the Administration Committee (which reviews all PDC activities and focuses on PDC administrative issues) and monitors the PDC program. She and the delegate agency have had differences of opinion about program direction but these issues have, to some extent, been discussed and resolved.

The working relationships between the PDC staff and WHRC teachers, parents and administrators have generally been positive. The PDC Coordinator maintained close communication with the WHRC Director and even though the PDC staff set the agendas for meetings, members who were interviewed felt that each committee member was involved in discussing and making component area decisions. However, the committees had been meeting less regularly (or not at all) at the time of the second evaluation visit and there was a lack of communication between the PDC staff and committee members regarding current PDC plans as well as plans for the implementation year.

A positive relationship appears to exist between the delegate agency and the grantee, although representatives of the two groups have had extensive discussions about which direction the PDC program should take. These discussions were initiated at the time the 1975-76 PDC proposal was reviewed by the grantee. The grantee agency felt the program was emphasizing education and teacher training and, as such, was not meeting the total needs of children, which Project Developmental Continuity proposes to do. The delegate agency, on the other hand, felt that education was of prime importance and that the grantee agency wanted to put too much emphasis on support services and parent involvement. According to the grantee representative and the PDC Coordinator, however, the two groups were able to resolve this matter via a commitment from the school district (WHRC Director and PDC Coordinator) to put more emphasis in the support services and parent involvement areas.

Within PDC, final program decisions are usually made by the PDC Coordinator in consultation with the WHRC Director. According to data collected, the decision-making power of teachers and parents varies across committees. For example, the PDC Coordinator indicated that within the Curriculum Committee elementary teachers tend to be the decision-makers, while within the Support Services Committee, the DSS/PI Coordinator listed both Head Start and elementary teachers as being the prime decision-makers. (All committee recommendations are reviewed by the PDC staff.)

Over the course of the planning year, then, parents, teachers and administrators have been involved in PDC planning. The involvement of teachers has been inconsistent, however, and as a result of this the committees involving teachers have either been reorganized or are presently nonoperational.

Planning Accomplishments by Component

It seemed to the evaluation team that much of the committee work came to a halt after the PDC proposal was written and that progress on planning tasks had slowed considerably during the second half of the planning year (part of this was due to the inconsistent participation of teachers on the various committees). Table 1 gives a component-by-component breakdown of the status of the planning tasks. Although all of the planning tasks had been addressed only about 40% of them had been completed. Three components in particular, training, handicapped services and BL/BC, show minimal task completion. There has been only limited parent training in areas of decision-making, no training for administrators in working with parents and minimal training for teachers and parents in handicapped, support services and other component areas. The minimal task completion in the BL/BC component is due to the PDC Coordinator's lack of expertise in the area and her unsuccessful attempts to find someone who could provide such knowledge and leadership. Late identification of PDC children (including handicapped) and the lack of planned training have hampered progress in the handicapped area.

Table 1

Degree of Completion of Planning Tasks by Component

Component	Number of Planning Tasks	Complete	In Progress	Not Begun
Education	9	5	4	0
Training	7	1	6	0
Support Services	6	4	2	0
Parent Involvement	9	4	5	0
Administration	11	8	3	0
Handicapped Services	8	2	6	0
Bilingual/ Bicultural	7	0	7	0
COMPLETION TOTAL	57	24	33	0

60

Planning Accomplishments by Type of Activity

Table 2 gives a review of the completion of planning tasks based on the type of activity required. All planning tasks were placed in one of four major categories depending on their required central activity: coordination, review and assessment, administrative decisions, and program decisions.

Coordination. Included as coordination were all activities that involved developing timetables and schedules, arranging for intergroup communication, and defining relationships among people and/or groups. Nine of the 15 (60%) of the coordination decisions have been completed.

Review and assessment. Review and assessment requirements included review of existing programs, review of program alternatives, surveys of resource people and services, and assessments of needs or interests. Only 30% (3 out of 10) of the tasks labeled "review and assessment" have been completed, although all have been addressed. Tasks of this nature, then, presented difficulties to the PDC planning staff.

Administrative decisions. Two-thirds of the administrative decisions have been completed (11 out of 17), indicating program skill in this area. These decisions include hiring personnel, deciding on space and physical plant issues, budgetary issues and initiating specific program activities. The establishment of the Administration Committee seems to have facilitated progress in completing tasks in this nature.

Program decisions. The program has had difficulty in addressing or completing those tasks categorized as program decisions. Included here are definitions of program goals, definitions of program materials, definitions of training content and definitions of program plans for instruction and support services. Only one of these tasks has been completed and 14 are in progress. Key tasks such as curriculum development, development of a diagnostic and evaluative system, development of a training program for parents and teachers in working with handicapped and bilingual children, and development of record-keeping systems and systems to coordinate services were still in progress in Michigan in late May 1975.

In sum, the Michigan PDC program has been slow in completing those tasks designated as "program decisions" and "review and assessment" and is notably behind schedule in the handicapped, BL/BC and training components. Although all the planning tasks have been addressed, more than half are not yet completed.

Table 2

Degree of Completion of Planning Tasks by Type of Activity

Activity	Complete	In Progress	Not Begun	ACTIVITY TOTAL
Coordination	9	6	0	15
Review and Assessment	3	7	0	10
Administrative Decisions	11	6	0	17
Program Decisions	1	14	0	15
COMPLETION TOTAL	24	33	0	57

Program Interpretation

At the end of the PDC planning year in Michigan, the project still had many important planning tasks to complete, e.g., develop curriculum, assess the needs of children, train staff in BL/BC and handicapped areas, etc. This section gives an overview of the program and an interpretation of major factors that have been influences in the planning year.

- Lack of delegation of responsibility. As mentioned earlier, the PDC Coordinator is responsible for the entire PDC program and has delegated responsibility for only two component areas to the DSS/PI Coordinator. The component committees were operational prior to and during the proposal writing period but, except for administration, education and parent involvement, the committees appeared to be non-functional at the time of the second evaluation visit. Since the proposal was written, the PDC Coordinator has been trying to work on all the planning tasks, deal with administrative problems, plan for the implementation year and has, simply, been overloaded with work. As a result, progress in the component areas has suffered. If some of the responsibility for these PDC components had been delegated to key individuals and/or groups, it seems likely that more progress could have been made.

- Late identification of PDC parents and children. One of the major reasons for the lack of planning task completion is the fact that PDC parents and children were not identified until late in the year (at the time of the May evaluation visit the PDC Coordinator indicated that about 1/4 to 1/3 of the parents and children had been identified). The program staff wanted to make participation in PDC voluntary and sent notices and application forms to parents informing them of PDC and asking them to apply if they were interested. While this was a well-intentioned idea, it also turned out to be a very lengthy process and did not result in enough responses. To remedy this situation, the WHRC Director was in the process of assigning additional children to the PDC program at the end of May. Since many of the planning tasks pertain to children and parents (e.g., assessing needs of children and parent interests in special activities, training parents for classroom roles, etc.) the late identification of these groups has severely hampered the planning year process.

- Staffing problems. Of the 15 teachers who were initially involved in PDC, only four teachers opted to stay with the program. Eleven of these teachers decided not to continue with the program for various reasons including: too much work, not wanting to coordinate their teaching with 11 other teachers (PDC is considered a 12-person teaching team), and not wanting to team with some teachers who had decided to become involved in PDC. In April, then, when teachers made their final decisions, the PDC Coordinator was in the position of having to find more teachers for the program. The PDC Coordinator disliked her position of having to "sell" the program to teachers and felt that if the program was open district-wide, enough teachers would be interested in what PDC has to offer to them, to children, to parents, etc., and would want to join PDC. However, the WHRC Director has limited the program to WHRC staff and he will be meeting with teachers individually to discuss their possible involvement in PDC. Neither he nor the PDC Coordinator want to assign teachers to the program. However, as of late May, four more teachers were still needed to complete the 12-person PDC teaching team. Much of the PDC Coordinator's time has been spent trying to resolve this issue.

- Grantee/delegate agency differences. The differences of opinion between these two groups about the PDC program's direction have been a major PDC administrative issue this year. The grantee representative feels that the PDC program has put too much emphasis on the education and teacher training aspects of PDC and has not been focusing enough on the support services and parent involvement areas. According to her, unless all PDC components receive equal emphasis, the program will not be serving the "total" child as the guidelines stipulate. These differences became most apparent and were thoroughly discussed during proposal writing. The WHRC Director and the PDC Coordinator, accepted the fact that they were emphasizing the teacher training and education areas, but disagreed with the degree of emphasis the grantee representative wanted them to place on the support services and parent involvement components. Rather than have the program or school systems assume all responsibilities in these area, the PDC Coordinator wants to work with existing community resources and make them more responsive to the needs of PDC children and families instead of using PDC funds to employ parents, provide medical/dental services for children, provide adult programs for parents, etc. In her view, there are resources already in the community that can or should be meeting these needs and, if they are utilized, the community will not be greatly affected when federal funding programs stop. The grantee, on the other hand, wants PDC to play a more direct role in planning programs for parents, in meeting the physical needs of children, and so forth. After much discussion and indecision, the delegate agency agreed to put more emphasis on these areas and sections of the proposal were rewritten to reflect this.

About five weeks after the proposal was submitted, however, the program received a seven-page list of questions from the national OCD office concerning the proposal and, at the PDC conference in Savannah, Georgia, OCD officials told the Michigan project to change their budget to reflect more emphasis on the parent involvement and support services component. This request from OCD again brought up the issue of program direction. Although both the PDC Coordinator and grantee representative indicated that school district officials had made a commitment to the grantee to focus more attention in these areas, there is still a large gap in what the grantee would like the program to do with respect to these areas and what the PDC Coordinator and WHRC Director think the program should do. Much of this difference of opinion is, of course, due to the different backgrounds and orientations of the persons involved--the grantee's representative has been involved in Head Start, a multi-component program, while both the PDC Coordinator and WHRC Director have been involved in the school district where curriculum is considered the focal point.

In sum, the late identification of parents, teachers and children who will be involved in the PDC program has greatly hampered the planning year progress of Michigan's PDC program. In addition, the administrative problems of staffing and program direction have taken much of the PDC Coordinator's time which has detracted from her involvement in component area tasks.

The De Facto Definition of PDC

Although the PDC Coordinator works closely with the WHRC Director and WHRC teachers and, philosophically, is more oriented toward curriculum and teacher training issues and, although the grantee and many of the program staff considered the program to be strong in the areas of education and teacher training, the evaluation team did not feel the program had made any more progress in these areas than in any of the others. Even though the PDC staff are more oriented toward the elementary school program, as opposed to Head Start, this has not made a difference in program progress.

The support base for PDC has been spotty and inconsistent. There has been no support from Head Start parents and only minimal involvement on the part of the local Head Start Director. WHRC teacher support has been very inconsistent as well, since most of the teachers initially involved dropped out of the program and new teachers became involved in April and May. (There is only one Head Start teacher in WHRC, and she has been involved in PDC activities throughout the planning year.) One consistent base of support for PDC, however, has been the Parent Corps. Parent involvement was solicited early in the planning year and their support has been consistent over the course of the planning year. But, as mentioned earlier, these parents are employed by the school district's early childhood programs and do not accurately reflect the "PDC population." Thus, Head Start support has come primarily from one Head Start teacher and school support has come from the Parent Corps and the WHRC Director.

The differences of opinion between the grantee and delegate agency over program direction are major concerns for the Michigan site. Even though the school district has made a commitment to focus more attention on components other than education and training, there seems to be apprehension on both sides regarding the degree and extent of such attention. Both groups feel very strongly about the direction of the PDC program and the grantee representative indicated that at one time she felt the school district was close to withdrawing from the PDC program because of this. In May, the evaluation team left Michigan feeling that program issues still had not been resolved to the satisfaction of either the grantee or the school district.

With so many of the planning tasks (and particularly planning tasks categorized as "program decisions") incomplete and with the grantee and delegate agency at odds regarding program priorities, it is impossible to conceptualize the shape of the PDC program for next year. Considering the date of the second evaluation visit (late May) and the amount of work that was still to be done, and considering the fact that the PDC Coordinator may be the only staff member working this summer, it seems highly unlikely that the program will be ready in September for full-scale implementation in any of the component areas.

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NOTE: Shortly after the second evaluation visit, the delegate agency (the local school district) decided not to continue with Project Developmental Continuity for the 1975-76 fiscal year. According to the grantee representative, the WHRC Director made this decision for a number of reasons including the differences of opinion between grantee and delegate agency representatives regarding program direction and the difficulty in finding enough WHRC teachers who were interested in part of PDC. Subsequently, however, the WHRC Director, the school district Superintendent, and the school district Director of Federal Programs, met with the Executive Director of the grantee, OLHSA Field Division Manager, and the grantee's Education/Child Care Department Head in mid-June to discuss the possibility of continuing the PDC program. Following this meeting, school district officials decided to continue the project, modified the budget to allow for additional emphasis upon the support services and parent involvement components, and reduced the size of the project from 360 children to 240, and from 12 teachers to seven. On June 23, 1975, the Director of Federal Programs and the grantee representative met with OCD officials in Washington (the WHRC Director was on vacation) to discuss the school district's counter-offer and OCD agreed to it with the stipulation that WHRC add three more teachers to the PDC program by mid-semester (January 1976). Currently, the grantee in Michigan is in the process of writing a contract for the delegate agency. According to the grantee representative, this contract is expected to be finalized and agreed upon by the end of July.

PROJECT DEVELOPMENTAL CONTINUITY
PROGRAM CASE STUDY

New Jersey

July 1975

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A. Introduction

When asked what they hoped Project Developmental Continuity (PDC) would accomplish, persons interviewed at the New Jersey site seemed to see the PDC program as a unique opportunity to bring change into their public school system. Although community representatives are involved in all aspects of the local Head Start program's decision-making process as well as in the classrooms, such types of community involvement are missing at the elementary school level. Those interviewed are hopeful that the prospective PDC elementary school (School A) will become as open to the community as the Head Start program. Accordingly, the primary purpose of the New Jersey PDC program during the planning year has been the development of a new educational program for School A which, when implemented, will give community residents a larger voice in its operation.

Before reviewing the existing educational setting and describing New Jersey's progress in planning for Developmental Continuity, it is important to understand the context in which these activities are occurring. This introduction describes the community in which the program is located and the events that led to the establishment of a PDC demonstration site.

The Community

The New Jersey PDC site is located west of New York City and has a population of 144,824. The ethnic composition of the city is 27% Black, 12% Spanish-American, 60% White, and 1% Oriental. The city's economy is based on a variety of light manufacturing companies, although a hospital located in the downtown area also employs many local residents. The city contains both a four-year and a community college and several other colleges or universities are located nearby.

Like many small cities in the northeastern megapolis, this New Jersey city is fighting old age and the loss of job opportunities for its residents as companies migrate farther into the suburbs. To combat some of these problems, many urban renewal projects are underway in the downtown region--whole blocks of old tenements and store fronts are being razed to make room for new developments.

The PDC neighborhood is dotted with high-rise, low-income housing projects, multi-family dwellings and too few shopping facilities. Many neighborhood residents are unskilled and unemployed and are receiving welfare assistance. Those who can find work have factory jobs or work as domestics; others work for the telephone company or the Department of Public Works. The average family size is five and there is a high percentage of mother-centered, one-parent families.

Local attitudes on federal aid vary. While community residents would benefit from increased federal or state funding, they have experienced other federal programs that have promised change but actually have produced little noticeable improvement in their lives. As a result, many residents have become disillusioned and view federal programs with uncertainty. The Director of Funded Programs for the local Board of Education believes that federal program monies have not reached the people in need because such expenditures have not been categorical. Because the money available for PDC is categorical, however, and because members of the PDC delegate agency are from the local community, it would appear that real change is possible and that community uncertainty about the effectiveness of federal programs may diminish.

The Origins of Developmental Continuity

The Executive Director of the local Head Start program received a telephone call in early April 1974 from a member of the New Jersey State Department of Education who informed her that OCD would be awarding grants for a program called Developmental Continuity. The Head Start Director was interested in PDC because it appeared to be an opportunity to extend some of the features of the Head Start program (i.e., parent involvement, support services and training programs) into the elementary schools. She contacted the Director of the Office of Funded Programs for the local Board of Education to discuss the feasibility of applying for a program grant and the decision was made to submit a funding proposal. Assistance in writing the New Jersey funding proposal was provided by a former Director of the local Task Force for Community Action. The proposal was submitted on May 13, 1974 and notice of the award was made to the New Jersey site in late June 1974.

The grantee for PDC is the local Task Force for Community Action and the delegate agency is a group of Head Start parents and community representatives that operates all of the Head Start programs in the city.

The Preschool-School Linkages Model was selected by the New Jersey site because it meshed best with the current arrangement of school facilities. School A was chosen as the elementary school to take part in the PDC program because a significant number of children from two neighborhood Head Start centers attended it and it did not have a Follow Through program. School A is a Title I school. The two prospective PDC Head Start centers (hereafter to be designated as Center I and Center III), were selected because children from these centers enter School A and because only by including children from both centers could the sample size required for the evaluation be met.

B. The Educational Setting

The Head Start Program

The local Head Start agency operates five Head Start centers in the community and two of these centers, Center I and Center III, are scheduled to take part in the PDC program. Both centers are located in the basements of separate buildings in a high-rise, low-income housing project. Each center contains one classroom with approximately 35 children and operates on the standard Head Start Model from 8:30 a.m. to 3:30 p.m. According to the Head Start Director, children who are presently in these two classrooms were originally selected if they met at least two of the Head Start eligibility guidelines and would be attending School A during the 1975-76 school year. The same selection procedure will be employed in the spring of 1975 to insure an adequate sample size for the evaluation.

The Center III teacher has eight years of Head Start experience. She has an Associate's Degree and is taking courses toward a B.A. which she will receive in January 1976. The Center I teacher was originally scheduled to be involved in PDC but has not actively participated in this year's planning activities. Current plans are that one of the control school's teachers, who has participated in PDC planning, will replace her next year. She has eight years of Head Start experience, holds an Associate's Degree and will finish work towards her B.A. degree in June 1975. The Head Start teachers are not bilingual.

One teacher intern and one teacher aide provide additional staffing for each of the Head Start classrooms, resulting in a staff/pupil ratio of 1:12. In practice, however, the adult/pupil ratio is higher because parents regularly take part in Head Start classroom activities. Each designated PDC Head Start center also has one family aide. Head Start staff who are shared with the other Head Start centers include a psychologist, a learning disabilities specialist, a health coordinator, a nutrition expert, and a parent coordinator.

The philosophy of the New Jersey site's Head Start program is "to encourage children to develop their natural curiosity, express their individuality, and to be open and responsive to the world around them." Translating philosophy into action, the program centers around small-group activities and individualized instruction, both of which occur in an open framework context. Head Start staff utilize a team teaching approach--teachers and aides share teaching responsibilities. Efforts have been made to insure that bilingual/bicultural children receive special tutoring when needed. Special services staff assist classroom teachers in working with any handicapped children who might be in the Head Start program. Head Start teachers who were interviewed during the planning year by the evaluation team voiced strong support for the effectiveness of the Head Start program.

Parents in each Head Start center are very active both in program decision-making and in classroom activities. Each Head Start center has its own committee of parents responsible for center-level program decisions. And, as mentioned earlier, the local Head Start agency is a community-based parent group that is responsible for all of the Head Start programs in the community. Head Start teachers support parent involvement in the classroom and feel parental input is invaluable. Parent volunteers tutor children on a one-to-one basis and read stories to small groups of children. They also assist in preparing classroom materials and organizing field trips. Teachers make three home visits during the year to each of their student's families.

Developmental support services are available to every child who participates in Head Start. Children receive a morning snack and lunch each day as well as all necessary medical and dental services. In addition, a psychologist is available for child assessments and for consultations with teachers. Community agencies provide any needed services which are not directly available through the Head Start program.

The Elementary School

School A has four kindergarten classrooms (two morning and two afternoon sessions), four first-grade, three second-grade, and four third-grade classrooms. The educational philosophy of the school focuses on preparing children for the outside world. Classrooms in the school are self-contained; there is no team teaching and paraprofessional aides are not available on a regular basis. There is, however, a Title I English as a Second Language program at the school for children with bilingual/bicultural backgrounds.

School A has experienced an unusually high administrative turnover rate during the PDC planning year due to unforeseen circumstances. School A's Principal at the time the program funding proposal was written in May 1974 resigned shortly afterwards to assume a position in the Superintendent's office. Unfortunately, his replacement died suddenly in the fall of 1974 and an acting principal served until a new principal was hired in January 1975. School A's Principal and Vice Principal are responsible for the overall supervision of the elementary teaching staff. Evaluations of all instructional staff are made in four areas: classroom management, knowledge of the subject matter, personal appearance and social skills. Quarterly ratings are conducted for all nontenured staff but tenured staff receive semi-annual ratings.

Parents do not regularly participate in either the decision-making process or in classroom activities at this elementary school. There is, however, a PTA group and some parents have been hired as classroom and lunchroom aides.

Support services staff at the elementary school consist of one nurse and one part-time social worker for about 800 children. All of the children receive screenings for physical growth, vision, hearing, hemoglobin, hematocrit, and tuberculosis. Children who are eligible for Title I funds receive dental care and medical treatment; all other children are referred to outside agencies for dental screening and dental and medical treatment. Mental health services are available from outside agencies through referrals by the school social worker and special education classes are available for retarded children. Children with learning disabilities receive individualized attention and are enrolled in regular classes. Children with handicaps attend a special school run by the school system's Department of Specialized Services.

The Relationship Between Head Start and the Elementary School

At the New Jersey site, Head Start is a community-run program; most of the members of its agency's Board of Directors, its Executive Director, and many of its teachers and aides are present or former Head Start parents. All program decision-making is ultimately the responsibility of the parents whose children are enrolled in Head Start. At the elementary school, the Principal and other administrators from the Board of Education have primary responsibility for decisions affecting the school. School A parents are not involved in the decision-making process and they seldom are involved in classroom activities. There is no parent group and the PTA does not seem to have much influence on school programs or activities.

Communication between Head Start and School A teachers and other staff was nominal before PDC was initiated, but communication has since improved. Teachers have visited each other's classrooms, and some teachers are meeting together regularly at PDC committee meetings. Administrative communication between the schools, however, has been poor this year perhaps because of the unfortunate administrative turnover, and Head Start and elementary school parents have had few opportunities to interact with one another.

There is a wide gap between the Head Start and elementary school in the areas of educational philosophy and parent involvement. The philosophy of the Head Start program focuses on the development of children's "curiosity, individuality and openness to the world around them" and classroom activities are designed to foster such development in the child. Parent involvement in the Head Start program and classrooms is encouraged. In contrast, the educational philosophy of School A focuses on basic skills development to enable the child to deal effectively with the world when he/she becomes an adult. The child's immediate needs for personality development are de-emphasized and parent involvement is not encouraged. At the elementary school level, comprehensive services are provided, but only for Title I children.

On the whole the Head Start program has a greater teacher training emphasis than does the elementary school. Head Start staff conduct a one-week preservice training workshop at the beginning of each school year. The workshop covers the whole range of Head Start services: child development, parent involvement, teaching techniques, and comprehensive services. Inservice training seminars are regularly scheduled throughout the year and various Head Start staff attend local, state, regional and national training conferences. Paraprofessional staff receive on-the-job training experience by working with teachers in the classroom. Parents take part in all Head Start training activities and Head Start staff are reimbursed for their college expenses. Some preservice training is available for teachers at the elementary school--training supervisors from the Board of Education concentrate on special subject areas at inservice workshops (i.e., math, music, reading), but such training activities were not judged to be very extensive by the teachers interviewed.

Medical, dental, psychological and social services are provided for all Head Start children; Head Start staff work in cooperation with community agencies to achieve this goal. School A has special Title I funds to provide comprehensive services to children who are eligible for Title I monies. The service delivery system for handicapped children in Head Start differs greatly from the approach taken by the elementary school. Handicapped children in Head Start take part in regular classroom activities; at the elementary level, children with handicaps attend a special school.

Approximately 10% of the children in Head Start classes have bilingual (Puerto-Rican) backgrounds. Each bilingual/bicultural child receives individualized instruction to help develop an English language competency. Cultural experiences are provided by use of relevant books, records, games and food. Of the children in the elementary schools, 5% have bilingual backgrounds and a Title I English as a Second Language program is provided to serve their needs.

Almost all of the other children in Head Start and School A are Black. Head Start has developed a cultural heritage program for these children, but according to PDC staff, there is no organized multicultural program at the elementary school.

C. Opinions and Attitudes of Program Personnel

Interviews were conducted with the PDC Coordinator, the Head Start Executive Director, the PDC Council Chairperson, and the School A Principal. Those interviewed were asked to give their personal evaluation of the success of program planning this year and their anticipation of implementation success next year. They were also asked to identify the factors or forces that had most contributed to the shape of the PDC program up to this point. Short, paraphrased summaries of their responses are reproduced below to provide a direct expression of their concerns and interests. The concluding section analyzes the patterns of opinion that emerged in the responses of these individuals as they discussed the Developmental Continuity Project.

PDC Coordinator (Thursday, June 5, 1975)

The PDC Coordinator indicated that program planning had been successful in four component areas: education, support services, handicapped and bilingual/bicultural. She felt that planning was unsuccessful in two areas, namely parent involvement and administration. *Planning for the education component was successful because of the activities of the Education Committee. Teachers from Head Start and School A worked together to identify needs and establish educational goals, then a consultant from Dialogue Systems worked with the committee to develop an educational framework. Funds are available for staff training in the new curriculum framework.*

The PDC Coordinator credits the Coordinator of Support Services with the success of the support services and handicapped components. *She has been successful because she has had previous experience with similar programs in this city and has established a good working relationship with community residents. The handicapped component has also benefited because of Head Start's experience in mainstreaming handicapped children.*

The bilingual/bicultural component has been successful because PDC activities are broadening an already existing Title I English as a Second Language program to include *multicultural education. Members of the Bilingual/Bicultural Committee have selected multicultural classroom materials and will be conducting teacher training workshops next year. The Component Chairperson must be credited for the success of the committee.*

The PDC Coordinator felt that the delay in hiring a parent coordinator and not establishing a Parent Involvement Committee until March 1975, coupled with the absence of an active parent organization at School A, had adversely affected the development of the parent involvement component.

The administration component also had some problems, according to the PDC Coordinator. *Members of the Board of Education and administrators and staff from School A are not represented on the PDC Council. Activities of the Council are governed by a few administrators and community representatives affiliated with the Head Start program. I feel, too, that a communication problem exists between the PDC Council and PDC staff.* The interviewee felt, however, that despite its narrow composition, the PDC Council was effective. *The PDC Council has developed job descriptions and has interviewed and hired staff. Members of the Council have worked on the component committees, have participated in teacher union negotiations and have assisted PDC staff in searching for supplemental program funds. The Council is also the policy- and decision-making body of PDC; the PDC component area committees have been responsible for developing the program components.*

The Coordinator was hopeful that all component areas would be well implemented next year, but pointed out that many uncertainties still exist. *The support services component should be well implemented because planning is complete--all that remains is to make the appointments for the children.* She identified education as the component which may have the most problems next year. *Too much depends on obtaining supplemental funds. The lack of participation of the Principal of School A and negative teacher attitudes are other problems which could hurt implementation of the education component.*

The PDC Coordinator was asked to identify the significant factors that have influenced the PDC planning year. *Staff activity during the planning year has had a positive influence on program success. But the lack of participation of representatives from the Board of Education and of the School A*

Principal have had a negative influence on program planning this year. There also has been a communication problem between the members of the PDC Council and PDC staff throughout the year. This problem is partially related to the Council's apparent decision not to delegate any authority for program operation to any other person or planning group.

Her opinions were mixed about the adequacy of the support provided to PDC staff from outside agencies and groups during the planning year. *OCD has high program expectations but has not provided adequate funds to successfully implement the desired program activities at this site. There also has been little contact between PDC staff and regional OCD officials; more is needed. The local Task Force for Community Action (the grantee) has provided free office space for the program and the relationship between the grantee and PDC staff has been good. But Board of Education members and elementary school administrators have maintained such low profiles that they do not regularly participate in planning activities. Local community organizations and businesses have supported the program; professionals in support services areas and staff from a local college have been very helpful. The technical assistance contractor, however, has not provided adequate technical support.* The PDC Coordinator felt that a communication problem existed between OCD staff in Washington, regional OCD officials and the technical assistance consultant and that this may have contributed to the lack of adequate technical support services.

When asked what she would like the PDC program to accomplish, the Coordinator reported that, in general, she wanted *PDC to provide better educational opportunities for the children and to improve both teachers' and children's self-images and respect for one another. Parent involvement in the educational process should also increase and hopefully a more effective relationship between members of the Board of Education and the Head Start program will be established because of PDC.*

During her interview, the PDC Coordinator said that she would continue in her PDC role during the implementation year. About two weeks after the site visit, however, it was learned that she had received a critical evaluation of her performance from the PDC Council Personnel Committee and had decided not to seek the PDC Coordinator position during the implementation year.

Head Start Executive Director (Tuesday, June 3, 1975)

The Head Start Director identified three components which she thought had been planned for successfully--support services, handicapped and training--along with two components she thought had experienced problems in planning--bilingual/bicultural and parent involvement. *The success of the Support Services Committee in developing plans for the support services and handicapped components is due to several factors. Head Start staff have had experience in providing support services and mainstreaming handicapped children and this has been very helpful to the program. A Head Start service delivery system which has been in operation for several years was expanded to meet the needs of PDC. Members of the community who participate in the Head Start system volunteered to be members of the Support Services Committee and worked on the referral network. Other Head Start staff, experienced in working with handicapped children, contributed to the PDC program design. The Coordinator of Support Services has been very effective and the support of the Superintendent of Schools also has been helpful in these areas.*

Training was mentioned by the Director as a successful planning area because of the wide range of training activities which had occurred during the planning year. *Teachers have participated in workshops, have reviewed materials, have toured educational facilities to observe educational models, and have made plans to participate in additional preservice training during June and throughout the summer.*

The respondent was not satisfied, however, with planning in the bilingual/bicultural component area because *funds have not been available to develop the kind of program desired by PDC. Problems have also developed because of the lack of multicultural materials available, especially for Puerto-Rican children.*

The parent involvement component has experienced similar planning delays according to the Head Start Director. *The Parent Coordinator was not hired until January 1975 so planning activities have been behind schedule from the start. It's been very difficult to get parents involved in planning activities and as a result, parents have not had much input in PDC program development. OCD's guidelines on parent involvement are ambiguous and, because of this, PDC staff and members of the PDC Council have not been sure what form parent involvement should take.*

The Director was asked to discuss the roles of the PDC Council and its planning committees during the planning year. *The PDC Council is an administrative liaison between PDC and other agencies. Actions of Council members have significantly contributed to minimizing problems with the local education association (teacher negotiations), the Board of Education (the 1975-76 proposal), and various agencies from which supplemental funds might be obtained. The committees have been meeting regularly to plan each of the program components.*

The support services and education components will be successfully implemented next year, according to the Head Start Director. *The support services component is ready for implementation because the service delivery system is complete, community agencies have indicated their support, and PDC staff have the expertise to do a good job in this area. The education component will be a success because most of the obstacles have been surmounted. Negotiations with the local education association have been successful and the Superintendent of Schools has expressed his support for the program. Qualified personnel must be hired, however, if the education component is to be a success.*

The Head Start Director was concerned about the success of planning for the handicapped component because *teachers are having a hard time accepting the concept of mainstreaming handicapped children. Hopefully, teacher training activities that focus on teaching the handicapped will minimize this problem.*

Staff, funding levels, and the teachers participating in PDC were identified by the Head Start Director as influencing PDC both positively and negatively during the planning year. *The PDC staff's own ideas and personalities have had a positive influence on planning activities. More money should have been budgeted to provide for consultants as well as for release time for teachers so they could be more involved. It is regrettable that we were not permitted to select the School A teachers who will participate in the project next year; the program needs young teachers with innovative ideas.*

When the Head Start Director was asked what she would like PDC to accomplish, she said *all the continuity of services you can get--health services, parent involvement, and so forth--PDC will be a tool for changing the system so as to provide comprehensive services to all children.*

Next year, the Head Start Director will continue to supervise the PDC Coordinator's and staff's functions. She will also be the program's fiscal manager and will be heavily involved in policy development as a member of the PDC Council.

PDC Council Chairperson (Wednesday, June 4, 1975)

The PDC Council Chairperson suggested that the planning year goal of PDC was to *forge a consensus between Head Start and the public school system. PDC staff and committees have been able to successfully establish consensus in four component areas--education, support services, handicapped services, and training. Teachers from Head Start and School A have developed a common viewpoint on education and have formulated a joint plan for implementing a coordinated curriculum. A teacher from School A and the Chairperson of the Education Committee can be credited with obtaining this consensus. The Superintendent's support has also been critical in surmounting some major obstacles, such as negative teacher attitudes and negotiations with the local education association. Planning for the education component has been successful despite the absence of participation from the Principal at School A.*

The support services and handicapped components have been successful because staff from the elementary schools have overcome traditional budget limitations by establishing a community-based service delivery system which can meet the needs of all of the children. The Chairperson credited the Coordinator of Support Services with this success. He pointed out, however, that the attitudes of School A teaching staff may prove to be obstacles to successful implementation of the handicapped component.

The training component has been a success because many training workshops have taken place during the year. The interviewee credited PDC staff for the organization of these activities.

The PDC Council Chairperson indicated that the parent involvement and administrative components had been problem areas during the year. *The Parent Coordinator was not hired until January 1975, making it difficult to generate enthusiasm among parents half-way through the planning year. Despite several attempts, it has been impossible to organize the parents and develop a consensus on common objectives. Perhaps* *too much reliance on traditional organizational techniques might have been the problem and innovative parent activities might have proved more successful in the long run.*

Administrative component area planning has experienced a series of difficulties and delays. Although members of the Board of Education participated in writing the original proposal, they have not participated very much since then in PDC decision-making activities because no representatives from either group have regularly attended Council meetings. As a result, little administrative linkage between school officials and Head Start staff has taken place. Head Start representatives and community people on the Council have had to fill this void in order to get the program off the ground.

When asked to discuss the contributions of the component committees and the PDC Council during the planning year, the Chairperson replied that *the committees and the Council have worked together to develop program components for the 1975-76 proposal. The Council focused on administrative details (staffing, budgets, by-laws) and policy issues, while the committees' activities concentrated more on program development and implementation.*

He believes that the education, support services and bilingual/bicultural programs will be most successfully implemented during the planning year. *The education component has a common base and is a self-generating program; staff will have adequate training and will be prepared to work with children on an individual basis. The support services component will be effective because of the professional people who are involved. The bilingual/bicultural component will be well implemented because it has a good design.*

The administrative component will continue to have problems next year, according to the Chairperson. *However, staff from the Board of Education will become active on the PDC Council in the fall because face-to-face meetings will be held with school officials to integrate the elementary school into the project.*

The interviewee believes that two factors have exerted both positive and negative influences on PDC planning activities. *The PDC staff have shown good leadership skills, but lack experience. The absence of active participation on the part of the School A principal has had a detrimental effect on program operations.*

He indicated he would like to see PDC *establish a climate in which public school staff and parents feel that a child's educational experience begins with Head Start and continues on to the public school level. PDC can accomplish this if it resolves the educational discontinuities.*

The obligations of a new job will force the PDC Council Chairperson to step down next year, but he will continue to be involved in the PDC program by serving as a consultant.

School A Principal (Wednesday, June 4, 1975)

Because the School A Principal had not had time to be closely involved in the PDC planning process since assuming his position in January 1975, he was not asked to respond to interview questions that related to PDC component planning or to the specific work of the PDC Council and committees. An unstructured interview was conducted and a narrative summary of this interview is included in this section. No attempt was made, however, to include his responses in the analysis of the responses of the other three persons who did participate in the structured interviews.

The interviewee was the fourth person to assume the School A principalship since the grant award was made for the PDC program and he indicated that he had not had time to become closely involved in regular PDC planning meetings or the various planning tasks of the program. He did indicate, however, that he had attended one Policy Council meeting and a committee planning meeting that was held at School A. He also has discussed various phases of the project with the PDC Coordinator, the PDC Council Chairperson and representatives from the grantee agency. He had also read the PDC program proposal.

The Principal's basic concerns about program implementation are listed below:

1) *Lots of loose ends in the project have not been drawn together.*

2) *I have not yet received a full statement specifying implementation details about*
   - *the involvement of School A's students,*
   - *facility requirements,*
   - *personnel assignments,*
   - *training schedule,*
   - *evaluation procedures.*

3) *Inservice training for School A teachers had to be curtailed due to the amount of time teachers were spending away from their classes. Although PDC had made arrangements to pay substitutes, this did not satisfactorily meet the school administration's concern about class disruption and the effect on the regular classroom schedule. As a result the involvement of School A teachers in the PDC training process was stopped in April 1975.*

4) *I have received no specific directive from the Board of Education or Superintendent of Schools which will allow me, as Principal, to make plans for implementing the program that are consistent with the regular school schedule. If this is not done very soon it will present great difficulties in scheduling the program into School A next fall.*

Assuming successful implementation in September, the Principal sees his role as:

- *coordinating all aspects of the program in the school;*
- *assuring that there is an understanding of the project in the school;*
- *assuring that scheduling arrangements and other management tasks are carried out.*

He would like to see PDC *upgrade the academic skills of all students within the scope of the program so that it can spread throughout the school.*

Summary

Each of the three people who participated in the structured interviews was asked to name the components that he/she thought were successfully planned during the year. All three named the support services and handicapped components and agreed that the Coordinator of Support Services had been instrumental in the development of an effective service delivery system. The PDC Council Chairperson and PDC Coordinator also pointed to the wealth of services that are available in the community as favorable influences, while the Head Start Director suggested that the previous experience of the Head Start staff in this area provided a good foundation for program development.

The PDC Coordinator and PDC Council Chairperson felt that education component planning had been successful, specifically the cooperative development of a curriculum approach by teachers from both Head Start and School A. The PDC Coordinator suggested that consultants also played a major role in this area, and the PDC Council Chairperson and Head Start Director gave credit to the Chairperson of the Education Committee.

The Head Start Director and PDC Council Chairperson felt that planning for the training component was successful because of the number of workshops which had taken place during the planning year. They both agreed the PDC staff should receive credit for this activity.

The PDC Coordinator was the only person to mention the success of planning for the bilingual/bicultural component. She praised the materials that were selected and attributed the success to the hard work of the Bilingual/Bicultural Committee Chairperson. In contrast, the Head Start Director saw the bilingual/bicultural component as an unsuccessful planning effort because not enough curriculum materials were available. She also thought that more money was needed in order to implement a good bilingual/bicultural program.

When asked to name areas that had least success in planning, the PDC Coordinator and PDC Council Chairperson mentioned the administration component as a problem area. They felt that the Board of Education and School A were under-represented at PDC Council meetings and that this had an adverse effect on program planning. The PDC Coordinator pointed to the late hiring of staff, the imbalance in elementary school and Head Start representation on the PDC Council, and her own lack of authority as PDC Coordinator as major problems in this area. The PDC Council Chairperson thought the PDC Council should have been more active in program planning activities.

When the persons interviewed were questioned about the activities of the PDC Council, all three said the Council served as an "advisory body." The Head Start Director pointed out that Council activities extended beyond meetings because

Council members have been involved in union negotiations, searches for supplemental program funding, dealings with the School Board, and the development of the 1975-76 proposal. The PDC Coordinator indicated that a communication problem existed between PDC staff and Council members.

When asked about the role of the PDC committees, all three agreed that the PDC committees, with the assistance of PDC staff, were the primary foci of program development activities.

Next, the interviewees were asked which components they thought would be successfully implemented next year. The PDC Coordinator indicated that all would be well implemented, if the funds that have been requested in the implementation year proposal are obtained. All respondents agreed that the support services component will have little trouble during the implementation year. The reasons given were that the service delivery system is complete, agency support is available and PDC staff already have expertise in this area. The Head Start Director and the PDC Council Chairperson also thought the education component would be successfully implemented. The Chairperson cited the development of a curriculum structure and common goals for his belief that the education component will be successful. The Head Start Director felt that if qualified staff are hired and if the Superintendent of Schools continues his support for PDC this area would be well implemented. The Chairperson thought that the bilingual/bicultural component would be successfully implemented because it had a good design.

There was no agreement among the respondents on which components would have problems during the implementation year. The PDC Coordinator thought that the education component might have difficulties because she thinks there are too many financial uncertainties linked to this area. The Head Start Director pointed to the handicapped component as a potential problem because of negative teacher attitudes on mainstreaming at School A. The PDC Council Chairperson and PDC Coordinator identified administration as a problem because of the lack of elementary school participation in this area.

Each of the respondents was asked about their role during the implementation year. The Head Start Director indicated that she would continue to supervise the activities of the PDC Coordinator, administer the PDC grant and participate in the development of program policies. The Chairperson will not continue in his role on the PDC Council, but will continue to participate as a consultant for the Council. (As noted earlier, the PDC Coordinator has decided not to reapply for her position because she received a critical evaluation from the PDC Council Personnel Committee.)

The group identified both positive and negative factors which they felt had influenced planning year activities. There was group consensus that PDC staff activities had greatly contributed to the success of the planning year and that the absence of regular participation from School A and Board of Education members had adversely affected program planning.

When the interviewees were asked what they would like PDC to accomplish, all three focused on the administrative linkage between Head Start and School A. In terms of actual benefits for children, the PDC Council Chairperson and the PDC Coordinator mentioned educational development while the Head Start Director stressed comprehensive services:

- PDC Council Chairperson: *Establishment of a climate in which School A personnel and parents feel the child's educational experience begins with Head Start and continues in the public school without a gap.*

- PDC Coordinator: *Better educational opportunities for all children, positive attitudes for children and teachers about themselves and each other, and increased parent involvement. Ultimately a better relationship between Board of Education and Head Start personnel.*

- **Head Start Director:** *All the continuity of services you can get--health services, parent involvement, and so forth. PDC will be a tool for changing the system so as to provide comprehensive services to all children.*

D. The Planning Process

Arrangements for Planning

As a first step in planning for the New Jersey program, a PDC Council was organized on August 4, 1974. The Director of Funded Programs for the Board of Education and the Head Start Director scheduled the first meeting and invited representatives from community agencies, interested citizens, parents and staff from Head Start and School A to attend. A Personnel Selection Committee was established at this meeting to begin the process of hiring PDC staff. At their next meeting (on August 19), Personnel Committee members drew up job descriptions for the PDC Coordinator and the coordinators of parent involvement and developmental support services. Ads for these positions were placed in local newspapers and in the New York Times. After interviewing applicants, members of the committee and the PDC Council offered employment to an individual in mid-September, but withdrew the offer a week later. Committee members renewed the selection process and hired the present PDC Coordinator on October 21, 1974. She has a Master's Degree in Social Psychology from the New School for Social Research in New York City and has had university research experience.

The half-time Coordinator of Developmental Support Services was also hired on October 21, 1974. Her previous employment includes eight years as a teacher and four years as a family financial aide and social counselor for a neighborhood health program. She has another half-time appointment as Coordinator of an Early and Periodic Screening, Diagnosis and Treatment Program (EPSDT) operated by the Head Start agency. A secretary was hired by the PDC Coordinator on November 11, 1974. The Parent Coordinator for the planning year was not hired until January 14, 1975. She is a lifelong resident of the PDC neighborhood and is presently sending her children to School A which she also attended as a child.

PDC offices have been set up in the building which houses both the local Task Force on Community Action and the Head Start agency. The Board of Education offices, however, are located some distance from the other three.

OCD Regional/National Involvement in the Planning Process

The PDC Coordinator felt that national OCD officials had provided the program with general information and a direction for planning; other PDC staff felt that the program guidelines issued by OCD were a good "blueprint" for program development. On February 6, 1975 OCD's Director of Handicapped Programs met with members of the Support Services Committee to discuss how to mainstream handicapped youngsters into PDC classrooms. But both the PDC Coordinator and the Head Start Director criticized OCD for having high expectations but not providing enough funds to make the handicapped program a success. The PDC Coordinator was also dissatisfied with OCD's delay in clarifying (until May 1975) whether or not a new curriculum model could be adopted at School A.

OCD regional officials developed a training workshop on parent involvement that was conducted for local PDC staff in February 1975. But the New Jersey PDC staff have had little additional contact with regional officials during the planning year. Although regional officials did provide some assistance in completing the 1975-76 funding proposal, the PDC Coordinator does not seem to feel that this level of support is adequate.

The OCD-sponsored national conferences which were held in Arizona in January 1975 and in Savannah, Georgia in May 1975 provided the PDC Coordinator with useful contacts with staff from other sites. She felt that these meetings generated a sharing of various solutions to common problems. She also felt that the meetings provided a relative perspective for her on New Jersey's planning progress.

The TA Contractor's Role in Planning

At the time of the first evaluation visit in January, the New Jersey consultant from the Technical Assistance (TA) Contractor had made four site visits. The PDC Coordinator mentioned that he had helped her understand the format of the monthly progress reports to Washington and had emphasized the need for the remaining PDC staff positions to be filled as quickly as possible in order to begin committee work. The Coordinator also reported that the TA Consultant was assisting her in finding an educational consultant to work with the Education Committee on planning the PDC curriculum.

Unlike the Coordinator, the Head Start Director indicated that she was dissatisfied with the TA Consultant's performance during the planning year and did not know what his role was supposed to be.

Planning Year Activities

This section of the case study summarizes the accomplishments of the project on activities during the planning year. For convenience, this description is organized into two parts by program component. Part 1 covers activities from the beginning of the project through the first site visit by the evaluation team; part 2 covers activities from that date through the end of the school year. Where there is overlap in the planning tasks set forth in the program guidelines, a discussion of a particular activity will be under the component with which it seems to fit best. Additional information on these planning activities, with special reference to compliance with guidelines, can be found in the Monitoring Report.

Administration, through January 1975. The PDC Council had elected a chairperson and had been meeting on a regular basis since August 14, 1974. By January, administrative personnel from Head Start, persons affiliated with the local Task Force for Community Action, a Head Start teacher and the Chairperson of the Department of Early Education of a nearby college were regularly attending Council meetings.

Attendance records indicated, however, that representatives from the Board of Education had not been attending meetings on a regular basis, nor had School A administrators (perhaps due to the turnover of principals). It also appeared that teacher representation from School A was minimal and that parents from both Head Start and the elementary school were not voting members of the Council. Since PDC Council membership was meant to include representatives from every major group involved in PDC so that all viewpoints could be presented, the PDC Coordinator was concerned about this situation. She was hopeful, however, that the situation would change in the near future due to the hiring of a parent coordinator for the PDC program and the appointment of a permanent principal at School A.

Three committees were established on December 3, 1974 by the PDC Council to carry out PDC component planning in education, support services, and bilingual/bicultural education. All committee activities are subject to the approval of the PDC Council. The PDC Coordinator was hopeful that the PDC Council would assume a leadership role in program planning as the committees formulated tentative plans for implementation.

By January, a statement of program goals, objectives and priorities and a timetable for linking preschool and elementary school programs were still to be developed, along with a coordinated plan for integrating the various program components.

Administration, February to June 1975. The PDC Council continues to meet on a monthly basis to oversee the operation of the New Jersey PDC program. Since the first site visit, members of the Council have become involved in negotiations with representatives of the local education association to insure that PDC activities do not violate teacher contracts and that adequate reimbursement will be available to teachers for their involvement. The Council retains the authority to accept, modify or reject committee and PDC staff recommendations and PDC committee and staff reports are reviewed by Council members at each meeting. The PDC Council is in the process of completing a set of by-laws and has reviewed and approved the 1975-76 funding proposal. A list of PDC goals, objectives and priorities are included in the proposal. The stated goal of the New Jersey PDC program is "to foster good cognitive and affective growth by enriching a child's environment through the proper use of classroom resources and the involvement of teachers and parents."

Council members have also participated in the development of proposals to secure supplemental funding for PDC activities. Initial inquiries were made about obtaining funds from Title I and Title VII sources but none were available. The Support Services Committee, however, has submitted a $39,000 proposal to obtain Title VI-B funds for the handicapped. (See support services section for further details.) Two other proposals were submitted to state officials for CETA funds to hire and train 27 paraprofessionals, 13 classroom aides and 13 family workers. As of June 24, 1975, however, the PDC program personnel had received no firm offer of funding from any of these sources.

Members of the PDC Council, PDC staff, consultants and members of the various PDC committees worked together to write the 1975-76 funding proposal and it was submitted to OCD before the April 1 deadline. The PDC budget for next year was completed after two meetings with the Superintendent of Schools, the Assistant Superintendent, other administrative personnel and Head Start staff. The Board of Education agreed to provide PDC with additional funds for two teachers and two rooms at School A. The budget submitted to OCD included all of the supplemental funds that PDC may obtain if the proposals that are submitted are approved (Title VI, CETA I and CETA II). OCD officials requested that PDC revise the budget to include only those monies that are actually available to the program. The revised budget was submitted to OCD in May and a tentative timetable for implementing PDC at Head Start and at School A was included.

As noted earlier, during the first evaluation visit in January it became evident that the voting membership on the Council was not equally distributed among all of the groups participating in PDC. During the second evaluation visit in early June, the distribution of active Council members had not changed significantly. A review of attendance records of the meetings indicated that the voting membership of the Council during the planning year represented two main groups: the Head Start (delegate) agency and members of the community, via the local Task Force for Community Action. The PDC Council Chairperson indicated, however, that the Council's composition would change next year to adequately represent all of the groups participating in PDC.

In a related area, a productive working relationship between Head Start, PDC staff and the public school system has not fully materialized during the planning year, according to the PDC Council Chairperson. He attributed this situation to the Board of Education representative's inability to become too involved in PDC activities due to other commitments and to the unfortunate and unforeseen turnover of principals at School A. The Chairperson stated, however, that he believes the liaison between Head Start, PDC and the public school will be strengthened this coming fall as the PDC program is being implemented because school administrative personnel will be directly involved in actual PDC program activities.

Although the under-representation of key groups on the PDC Council and the lack of effective administrative linkage between the three PDC planning groups (Head Start, School A, and PDC staff) seem to be resolvable problems, personnel issues within the PDC program might seriously hinder program planning and implementation. The personnel problems seem to stem from the fact that the Head Start Director (representing the delegate agency) has retained control of day-to-day PDC program operations. The Director and other members of the PDC Council have felt it necessary to monitor closely the activities of the PDC Coordinator. The PDC Coordinator, in turn, has become admittedly defensive as a result of this action and describes her position as an uncomfortable "double bind." Both the coordinators of parent involvement and support services are involved directly in this predicament as PDC staff members.

A PDC Council Personnel Selection Committee meeting was scheduled for the evening of June 3, 1975 to review each PDC staff member's job performance. (The Head Start Director has since reported that the entire PDC staff had to be formally terminated because the PDC budget for the 1975-76 fiscal year had not been approved and as a result, no money was officially available to continue the program after July 1, 1975. Each of the four staff members, however, was given the option of reapplying for her respective position as soon as the budget was approved. In spite of this offer, the PDC Coordinator and Coordinator of Parent Involvement have both decided not to reapply after receiving critical evaluations from the Personnel Committee. The Coordinator of Support Services received an excellent evaluation but also has decided not to reapply, as has the PDC Secretary.)

> In sum, the PDC Council, after a rather slow start, seems to have developed into an active group of individuals who have overseen PDC program operations during the planning year. Although the Council did not have adequate representation from all groups in the PDC planning process, plans are being made to rectify this situation for next year. PDC staffing problems, on the other hand, have impeded planning year progress and will seriously affect implementation year progress since a new staff will have to be hired. On a more positive note, program goals and objectives and a timetable for implementation have been established, proposals for supplemental funding have been submitted to various funding agencies, and the 1975-76 PDC program proposal and budget have been completed on time and submitted to OCD officials in Washington.

Education, through January 1975. The Education Committee was organized at a PDC Council meeting on December 3, 1974 and its first regular meeting was scheduled for December 6, 1974. The Education Committee is responsible for developing a general educational approach and curriculum to be submitted in proposal form to the PDC Council for approval. There are nine members on the Education Committee: the PDC Coordinator, two Head Start teachers, four teachers from School A, a faculty member of the Early Education Department of a nearby college, and one Head Start parent. At the first meeting, a chairperson was elected (a teacher from School A) and the committee agreed to meet one full day each week, alternating meeting sites between School A and the Head Start centers. Despite committee efforts, Head Start and School A parents were not significantly involved in Education Committee activities.

At the time of the first evaluation visit, Education Committee members had visited a number of schools to study their curriculum models and had invited speakers to make presentations at committee meetings to obtain a broader perspective on curriculum development. Committee members also visited a local elementary school to study a bilingual/bicultural program. The Title I Reading Coordinator for the site's elementary schools had addressed the group on methods of diagnostic and achievement testing, especially focusing on reading assessment. She also described reading programs which would be available for incorporation into the PDC curriculum. Other speakers had addressed the issue of curriculum planning for the disadvantaged, for gifted children, and for children who are handicapped or have learning disabilities. Several media presentations of various curricula had also been presented at committee meetings.

After this review, Education Committee members agreed on a philosophy of education (in early January 1975) which emphasizes continuity and enrichment of children's educational environment and focuses on cognitive and affective development. To achieve this goal, the PDC Coordinator sees the next major task of the Education Committee as the development of a curriculum which can meet the unique needs of the children in the community. After visiting classrooms at the Head Start centers and at School A, committee members were concerned with the high adult/pupil ratio in the elementary classrooms.

In January, the committee was considering three possible ways to lower this ratio: (1) hiring additional teaching staff; (2) developing classroom practicum programs for local college students; and (3) training parents to serve as classroom aides. Members of the committee were also concerned with the types of learning materials available to the children and the physical arrangement of learning centers in the elementary school and were examining the feasibility of developing a media center for grades K through 3 at School A.

An attempt was also make to identify children's needs by looking at standardized test results. Committee members anticipated that the test scores would provide information which would differentiate children on various skill dimensions and they were hopeful that such an assessment would provide a basis for curriculum development. The results were disappointing, however, because almost all the children scored significantly below the normative sample on all subtests. As a substitute approach, teachers on the committee tentatively identified several learning areas in which children from this community seem to have needs. The areas identified include listening skills, number concepts, language development, imagination-creative experience, manipulative development, gross-motor development, social studies, science development, health and physical development, self-help development, and social-emotional development. The PDC curriculum to be outlined in the April funding proposal will be linked to these 11 educational dimensions.

According to the PDC Coordinator, the final version of the PDC curriculum will include diagnostic testing in fall, winter and spring for each child, with follow-up by means of a prescriptive learning approach. The Education Committee was seeking an educational consultant who could provide some direction on diagnostic testing and formulation of an individualized prescriptive curriculum. The PDC Coordinator stated that the committee would like to develop a totally new curriculum, but that it was also considering incorporating portions of various curricula into a composite curriculum for PDC.

Education, February to June 1975. According to the PDC Coordinator, she and other members of the Education Committee were under the impression that a "totally new" curriculum had to be developed for the PDC program. Despite several discussions with OCD officials throughout the year, this misunderstanding was not resolved until the site conference in Savannah, Georgia the week of May 19, 1975. The PDC Coordinator stated that if she had known that OCD did not require PDC programs to develop totally new curricula, Education Committee activities and the actual PDC curriculum plan which has been developed for next year would have been different.

In spite of this apparent confusion, the Education Committee has continued to meet on a weekly basis to develop the education component. The meeting time, however, had to be changed because the School A Principal objected to the teachers going to meetings during the school day. Meetings now take place at the end of the school day and, as mentioned earlier, a formula for reimbursing the teachers for their time is being arranged with the local Education Association.

Several knowledgeable persons have made presentations to the committee concerning teaching approaches and the availability of materials:

- The local Title I Math Coordinator talked with committee members about various teaching approaches in mathematics, describing the advantages and disadvantages of each.
- A staff member from another elementary school in the community talked with the committee about his experience with the Gureton Reading Method and two teachers from a nearby city described a modified Distar approach to the group.
- A consultant from a nearby college discussed a language development program with the committee.
- A representative from Milton Bradley, Inc. introduced the Goals Language Program by Karnes and a representative from Random House described Cohen's High Intensity Learning System.
- Education Committee members also made field visits to schools in another New Jersey community to observe the Tucson Follow Through Model and Random House's High Intensity Learning System in operation.

The PDC Coordinator reported that the committee had completed work on a "skeleton" of the proposed PDC curriculum as well as general objectives and had hired Dialogue Systems, Inc. of New York City to assist in the completion of the plan. As noted in the previous section, the curriculum plan is based on the 11 needs identified by the committee early in the planning year. The primary objective of the curriculum plan is the establishment of individualized instruction at School A, because the Head Start program is already operating within an individualized framework. In order to individualize instruction, two resource rooms--one for math and one for reading--will be established at School A. All first through third grade children will continue to attend large-group classes, but will go on to the two resource rooms for individualized instruction in reading and mathematics. The kindergarteners, however, will have individualized instruction within the classroom and will not use the resource rooms. Cohen's *High Intensity Learning System*, distributed by Random House, will be used to provide diagnostic testing and prescriptive evaluation for children. Individualizing teaching activities in the classroom will be a gradual process next year, according to the committee's chairperson. Classroom teachers are scheduled to receive individualized instruction training in June 1975. Classrooms will be arranged to be conducive to individualized instruction and current plans call for full-time classroom aides to be hired and trained to work with teachers in the classrooms. But the aides will only be hired if a request for funding is approved by CETA officials. (PDC staff believe they will obtain CETA funds.)

> In summary, the PDC Coordinator and teachers from Head Start and School A have worked together, through membership on the Education Committee, to develop a PDC curriculum. Educational objectives have been defined and a curriculum approach based on individualized instruction has been developed. In addition, a diagnostic and evaluative system for testing an individual child's progress has been incorporated into the educational program.

Preservice and inservice training, through January 1975. Developing a schedule for training activities and making arrangements for the training to take place is the responsibility of each of the PDC committees, although the PDC Coordinator is coordinating the overall effort. While preliminary discussions had taken place by the first evaluation visit, none of the committees had begun to formulate a training plan.

According to the PDC Coordinator, a major problem with any training program will be arranging meetings with teachers from the elementary school. With the present arrangement, whenever a teacher comes to a committee meeting during school hours, the PDC program must provide funds for a substitute teacher for the day. If this policy continues, it will greatly limit the capacity of PDC to train elementary teachers and will put a severe strain on the PDC budget.

Preservice and inservice training, February to June 1975. During the second half of the planning year the majority of the training plans seem to be focused on the education component. Training is supposed to occur in the parent involvement component, too, but little seems to have been accomplished in this area (see parent involvement section) or in the areas of bilingual/bicultural and support services. Several PDC training workshops for members of the PDC Council, its committees and PDC staff have taken place and additional activities have been scheduled before the end of the planning year. Workshop topics have included multicultural education, the exceptional child, Head Start performance standards, team building, developing mutual goals and objectives in early childhood education, and utilizing community resources. A teacher training schedule outlining summer activities as well as inservice training for next year is nearing completion.

After reviewing proposals for teacher training from three consultant groups, the Education Committee selected the Center for Open Education (COE) of Tenafly, New Jersey. COE will provide preservice, summer and inservice training and consultation for teachers and administrators that will focus on individualizing classroom instruction. The first workshop was scheduled to be held at the center in Tenafly, New Jersey on Saturday, June 7, 1975. Topics will include an introduction to the open classroom approach, a film of an open classroom in action and specific program-related topics, such as time allocation. In August 1975, a workshop on open education is planned at the center and about eight teachers have agreed to attend, according to the Deputy Director of Head Start. College credit for the workshop can be obtained in conjunction with a nearby university. Inservice training activities directed by the COE will be scheduled at regular intervals next year.

Experiential Systems, Inc., producers of the Creative Teaching Workshop, have agreed to run a series of experiential seminars on education for teachers, the first of which took place in late May 1975.

Current plans call for family aide training to be provided by the Head Start Leadership Development Program which is affiliated with New York University (see the support services component). The program's Director has organized a series of training workshops: five preservice meetings scheduled for July and five inservice activities for next year, after the family workers actually have had some job experience.

No information was available during the spring evaluation visit on the status of classroom aide training (see the education component) and no reference to classroom aide training is in the 1975-76 proposal or in the minutes of the Education Committee meetings. As a result, it is not clear whether a training schedule for this area has been developed or if its development is being delayed until the request for CETA funds is approved. It also seems unlikely that training activities in mainstreaming handicapped children and in teaching multicultural children can be completed before school opens in the fall.

> **Briefly, then, training needs and resources have been identified by the Education and Support Services committees and teacher training schedules have been completed which combine both preservice and inservice training activities. But training programs for the handicapped, bilingual/bicultural or parent involvement component will not be developed before school begins.**

Developmental support services, through January 1975. As mentioned earlier, the Coordinator of Developmental Support Services was hired on a half-time basis and her other half-time capacity (as Coordinator of EPSDT) has provided her with many contacts with staff from local health and social service agencies. Several of these individuals had been recruited for membership on the PDC Support Services Committee, which is responsible for planning and implementing the support services and handicapped components of PDC. The members include the Director of Pediatrics of a local hospital, both the Head Start Nutrition Coordinator and Social Worker, the Title I Social Worker at School A, the Director of the Speech and Hearing Unit and a member of the Child Evaluation Unit from another local hospital, and others. The committee held its first meeting on December 12, 1974 and will meet on a weekly basis.

The first task of the committee was to assess the nutritional, medical, dental and social service needs of prospective PDC children and to pinpoint community resources that are available to meet these needs. As a preliminary step, the component coordinator held three meetings with Head Start parents to determine their present level of support services and the services they would like to have available at School A; no meetings were held with parents from School A. The Head Start parents generally agreed that the services available through Head Start were comprehensive and expressed the hope that these same services would become available at School A as part of PDC. To assess community resources, information was collected from medical and social service agencies on a city, county and state level. Particular attention was given to determining exactly who runs the programs, what types of services are provided, and eligibility and cost requirements of the services. Contacts with many of the agencies have resulted in commitments to assist in the provision of support services for families involved in PDC.

By January, the committee was developing a screening and referral system to insure that all PDC children's medical and social problems would be identified and corrective treatment would be available. Special record forms had been developed to facilitate this system and it was hoped that funds would be forthcoming to hire a social work supervisor and four family aides to work in School A. Inservice training for classroom staff to become familiar with the comprehensive services program had been discussed by the committee, but no formal plan for training had been developed.

Developmental support services, February to June 1975. The Support Services Committee has continued to meet on a regular basis and its members have assumed active roles in planning the support services delivery system for the New Jersey PDC program. Since the first evaluation visit, committee members have obtained written and verbal commitments from professionals in the community who had not been contacted previously and from additional community agencies. (A list of the community agencies has been included in the 1975-76 funding proposal.) According to the component coordinator, commitments have been obtained for all needed services, but if additional needs are identified, another search for services will be initiated. It appears that all of the needed services are already available in Head Start, but very few are currently available at School A. A breakfast program will be established at School A to meet the children's nutritional needs. Special arrangements for this program had to be made for kindergarten children because of their half-day sessions; morning classes will receive breakfast and a snack and afternoon classes will receive lunch and a snack.

The component coordinator reported that committee activities have focused on developing a screening, referral and service delivery system to be implemented next year. Plans have been finalized to hire 13 full-time family aides in June 1975 and an effort will be made to hire aides who live in the local community. The Coordinator of Support Services will supervise the family aides. Due to the increase in administrative responsibilities, the position of Coordinator of Support Services will be increased to full-time next year. (A new person will have to be hired to fill this position due to the resignation of the present Coordinator.)

The screening and referral system in this New Jersey program is based on the Children's Record Form, a detailed support services record. Both Head Start and School A staff have agreed to utilize this form and when children leave Head Start, their record forms will be transferred to School A. This spring, record forms were to be completed on all children presently in Head Start. Family aides were to receive training in keeping the forms up-to-date and in referral procedures. A checklist was being developed by the Support Services Committee to help aides carry out these procedures. The Director of Support Services will be responsible for making appointments for the children with community referral agencies.

The Director of the Head Start Leadership Development Program affiliated with New York University has agreed to conduct the family worker training activities. As presently planned, there were to be five sessions in June and five in-service training workshops next year. Training topics for June were to include familiarity with PDC, intake, use of forms and referral procedures. However, it should be noted that recruitment of the family aides and subsequent training activities depend on receiving CETA funding. PDC staff have been told by state officials that if money is available, they will receive it, but no contingency plan has been developed in case the funds are not forthcoming.

In sum, the support services planning tasks have been well planned and are nearing completion. A Support Services Coordinator was hired in the fall and has

> supervised the development of this component area. The needs of the prospective PDC children and all available community resources have been identified and the community agencies have agreed to participate in the PDC program. A service delivery system is being readied and will be based on a record-keeping procedure which has already been developed. A proposal for CETA funds to fill in gaps in services has been submitted to state officials. Although prospects for receiving such funds are fair, successful implementation of this component area is very dependent upon this uncertain supplementary funding. It also should be noted that a new Support Services Coordinator will have to be hired and this may interfere with the implementation effort.

Parent involvement, through January 1975. During the first half of the planning year, little progress was made in the area of parent involvement because the Coordinator of Parent Involvement was not hired until late in the year (January 14, 1975). Although she has no previous experience with parent programs, she does live in the local community. The Parent Coordinator is also sensitive to the needs of handicapped children because one of her own children is handicapped.

Parent involvement, February to June 1975. The Parent Coordinator's first task was to introduce parents to the PDC project and to involve them in PDC planning activities. Although a few parents had attended the initial PDC Council meetings, none had been attending the more recent meetings and parent membership on the PDC committees had followed this same erratic pattern. The Parent Coordinator believes parents do not attend PDC Council meetings because they do not have a voice in Council decisions. She reportedly has tried to foster parent participation on the PDC Council by sending information letters to parents and following these up with phone calls to notify them of the regularly scheduled PDC Council meetings. The Coordinator recruited four parents who were interested in joining the PDC Council and submitted their names to the Council for approval in April 1975. At the time of the second evaluation visit in June, the Parent Coordinator had still not been notified by the Council as to whether the parents had been approved for membership.

On a more positive note, the Coordinator reported success in getting parents more involved in PDC committee work and workshop attendance and in printing the PDC newsletter's first edition which was distributed in May 1975. To accomplish this, the Coordinator sent out fliers to parents notifying them of the program and inviting them to attend orientation meetings. The meetings were held at each of the Head Start centers and School A in the middle of February and a Parent Involvement Committee was established on February 26, 1975. The Coordinator was able to recruit 20 parents for the committee. It was agreed that an open meeting for all parents would be held once a month and that the committee itself would meet more frequently. At one parent meeting, a Parent Coordinator who is experienced in the Dale Avenue curriculum approach discussed how to involve parents in program planning and decision-making.

One of the first decisions of the Parent Involvement Committee was to schedule fund-raising activities to provide supplies for PDC activities. Accordingly, a dance, dinner and bake sale were planned to be held during May 1975. According to the Parent Coordinator, however, on April 28, 1975 the president of the Head Start agency, who is also a member of the PDC Council, came to a Parent Involvement Committee meeting as a representative of the PDC Council. She told the group that the committee had not been formed properly. She explained that the establishment of a Parent Involvement Committee had not been formally approved by the PDC Council and members of the Council were not sure if OCD guidelines provided for the establishment of such a committee. She also noted that committee members were assuming some of the Council's responsibilities by planning fund-raising activities. In addition, she pointed out that there was an under-representation of parents from the Head Start program on the committee. She defined the role of the Parent Coordinator as involving parents in ongoing PDC activities, not establishing a Parent Involvement Committee. As a result of the April meeting, the Parent Involvement Committee ceased to function.

A survey of parent interest in special adult programs and planning for such activities has been completed by the Parent Coordinator. A questionnaire with a list of potential workshop topics was distributed to all of the parents in the Head Start program and at the elementary school. The Coordinator indicated that a large number (132) of completed questionnaires had been returned to her. The first of ten workshops (covering the ten most popular topics) was to take place in June 1975 and additional ones were scheduled for each month during the next school year. Topics selected by the parents include: parent effectiveness, danger in the home, hygiene and health, reading skills, nutrition, child development and delegating responsibility to children. The questionnaire also assessed parent needs for information on PDC and their needs for baby-sitters or transportation so that they can participate in PDC activities. They were also asked if they thought a breakfast program should be established at the elementary school.

A tentative plan to involve parents in classrooms at Head Start and School A has been developed by PDC staff. A proposal for funds to hire a full-time aide (hopefully a parent) for each classroom has been submitted to the state offices which oversee CETA and a job description of this position has been formulated and submitted to the PDC Council for approval. According to the Parent Coordinator, teachers would welcome aides if they were properly trained. Parents will also be encouraged to volunteer their time in the classroom and in other school activities. The Parent Coordinator wanted to schedule parent training sessions in June and July, but no training program had been developed at the time of the second evaluation visit in June.

During the second evaluation visit, the Parent Coordinator expressed the belief that she was viewed as an outsider by members of the PDC Council because she had never been directly affiliated with the Head Start program. She also felt that she was viewed by members of the Council as being too close to members of the Board of Education and to School A parents and teachers. She felt that part of this attitude was due to the fact that her brother was the Assistant Superintendent of Schools and a former principal for School A. (NOTE: as mentioned in the administrative section of this report, in June 1975 the Parent Coordinator received a critical evaluation of her job performance from the PDC Council's Personnel Committee and decided not to reapply for her position as Parent Coordinator during the implementation year.)

> In sum, over the course of the planning year, classroom roles were developed for parents, an assessment of parent interest in adult education was completed, workshops on topics selected by parents have been tentatively scheduled, and some preliminary parent training in decision- and policy-making skills has occurred. But the shape of parent involvement in the New Jersey PDC program for the implementation year is still vague and uncertain because of the resignation of the Parent Coordinator, the necessity of obtaining additional funding to pay parent classroom aides, the lack of parent participation on the PDC Council and committees, and the confusion surrounding the Parent Involvement Committee's role in the PDC planning effort.

Services for handicapped children, through January 1975. The Coordinator of Support Services and members of the Developmental Support Services Committee are responsible for planning the handicapped services component. Health records of Head

Start children were reviewed by committee members to determine the number of handicapped children in the community and the types of services that will be required to mainstream the children. A total of 12 children in PDC Head Start classrooms are handicapped. The committee planned to follow this same procedure for identifying School A children with handicaps.

Representatives of community health and social service agencies had been contacted by the Coordinator and arrangements are being made to insure that handicapped children in PDC have all the support services they need on a continuous basis from Head Start through grade 3. Funding sources were discussed with the County Supervisor of Child Study Teams and a meeting to discuss available funds was scheduled for February 6, 1975 in Trenton with the Director of State Child Study Teams and the State Director of Special Education.

The Education Committee has been cooperating with the Developmental Support Services Committee to insure that individualized services for handicapped children will be included in the framework of the regular classroom program. Several fact-finding meetings for the two groups had already been scheduled and on February 6, 1975 the Coordinator of Head Start Handicapped Services for the Office of Child Development was to speak on mainstreaming handicapped children at a joint meeting of the committees. On March 13, 1975 members of both committees were to make a field trip to another New Jersey city to observe a mainstreamong program and to attend a Title III ESEA workshop on "How to Teach the Handicapped Child." A plan for instructing teachers on mainstreaming techniques had not been developed at the time of the first evaluation visit.

Some consideration had been given to hiring additional staff, purchasing necessary equipment, and modifying the physical facilities of the Head Start centers and School A (which would require additional program funds).

Services for handicapped children, February to June 1975. By the end of the planning year, the Coordinator of Support Services and members of the Support Services Committee had developed a comprehensive program to provide services to handicapped children who will be in the PDC program next year. The basis for this program is a $39,000 proposal requesting Title VI-B, ESEA funds. The proposal was submitted to the New Jersey State Department of Education on April 7, 1975. The proposed PDC services for handicapped children depend heavily on the approval of the grant. It is not clear to the evaluation team exactly what PDC staff will do if the Title VI money is not forthcoming.

A cursory survey of grades K through 3 at School A did not identify any handicapped children. Perhaps one reason why children with such problems have not been detected is a New Jersey law which prevents children with learning disabilities from being classified as handicapped. The Coordinator believes that there are a large number of prospective PDC children with learning disabilities in the elementary school and that they could be identified through a more extensive screening procedure. If the Title VI grant is approved, local college students, a part-time psychologist and a part-time learning disabilities teacher/consultant (who would both be hired with Title VI monies) will screen children from School A in order to identify potential problems. The Frostig, the Wepman Auditory Discrimination Test and the Metropolitan Readiness Test will be used as screening instruments. Children identified as high risks will be referred for further screening by members of the PDC child study team. This team will include a psychologist, a learning disabilities specialist, a resource teacher, and a social worker--all hired with Title VI funds.

The support services delivery system developed by PDC will be supplemented whenever needed and/or possible through services provided by medical, psychological and social agencies in the community that have been contacted and have agreed to provide assistance. Additional contacts have been made with agencies that specialize in handicapped services (i.e., Commission for the Blind and the local Association for Retarded Children).

The Head Start program already provides individualized educational instruction for handicapped children, but there has been no individualization of instruction at School A. However, as mentioned earlier, two resource rooms are being planned at the elementary school to individualize reading and math instruction for all of the children. Handicapped children will be mainstreamed into the resource rooms, spending part of their time in the classroom and part in the resource room just as the other PDC children. Current plans call for paraprofessionals in the classroom to assist teachers in working with handicapped children. When children are evaluated by the child study team, an educational prescription will be developed to assist the resource room teacher in planning for children's special needs (i.e., motor skills and psycholinguistic training). Additional materials would be purchased for the resource room with Title VI funds to specifically meet these children's needs. No special physcial changes are planned at this time.

Several workshops on the needs of handicapped children have taken place since the first evaluation visit. The Head Start Regional Coordinator, who is responsible for developing services for handicapped children, met with the Support Services and Education committees to discuss mainstreaming. An all-day conference on the exceptional child was presented by a special consultant from the Calais School in Convent Station, New Jersey, on Saturday, May 10, 1975. However, according to the Coordinator, no coordinated plans for training classroom teachers to work with handicapped youngsters have been developed and no workshops for such teacher training are scheduled before the start of school in the fall.

> In sum, members of the Support Services Committee have been responsible for planning the handicapped component. A survey has been completed to determine the number of handicapped children that will be enrolled in PDC next year; community resources have been identified and community agencies have agreed to participate in PDC's service delivery system. A proposal for supplementary funding to provide many of the services desired has been submitted to the New Jersey Department of Education. A program of special, individualized educational services for handicapped children has been developed and plans have been made to hire staff and to obtain all necessary materials if additional funding is obtained. A program for training teachers in working with handicapped children has been discussed, but will not be finalized before school begins in the fall.

Services for bilingual/bicultural children, through January 1975. A School A teacher is the Chairperson of the BL/BC Committee which has responsibility for the planning and implementation of the PDC bilingual/bicultural component and both the PDC Coordinator and the Head Start Director have also been active in BL/BC planning activities. The committee has developed a philosophy whose goals are the development of "balanced bilingualism and biculturism," based on the belief that bilingual/bicultural children in PDC should be knowledgeable about both their American and native cultures, should progress in academic subjects at the same rate as other children, and should develop a positive self-concept and pride in their dual linguistic and cultural heritages.

Committee members toured a bilingual/bicultural demonstration program at another elementary school in the community on January 3, 1975. In addition, consultants were invited to committee meetings to explain the nature and use of bilingual/bicultural materials. Another tour of a BL/BC site in the Bronx, New York was planned for January 29, 1975. As the committee views it, the BL/BC program will be a sequential curriculum from Head Start through grade 3, with total involvement of parents, staff and children in component activities (workshops, social events and so forth).

The committee's efforts to date have largely centered on the review and evaluation of BL/BC curriculum materials. No coordinated plan has been developed to provide for special individualized or group services for BL/BC children within the framework of the regular classroom and no attempt to identify BL/BC teaching staff for the program has been made, although an effort has been made to contact BL/BC parents. It was hoped that those BL/BC parents who became involved in planning would be available to take part in BL/BC classroom activities.

As of January, training for staff on recognizing the needs of BL/BC children and on developing BL/BC curriculum activities had not occurred and BL/BC children had yet to be identified. The Chairperson, however, sees the training program that will be developed as focusing on inservice sensitivity training. She believes that, as a result of this training, teachers will become more sensitive to and knowledgeable about multi-ethnic groups, thus re-affirming the children's self-concept and pride.

Services for bilingual/bicultural children, February to June 1975. The BL/BC Committee has continued to meet regularly to complete development of this component area and to arrange for implementation next year. The meeting time of the committee was changed because the School A Principal did not want teachers to attend meetings while school was in session. Attendance at committee meetings varies; it appears that the Committee Chairperson, Head Start Director and PDC Coordinator are the only persons who attend the meetings on a regular basis. Committee activities have focused on multicultural education because School A already has an ongoing Title I English as a Second Language (ESL) Program; Head Start staff are attempting to coordinate their bilingual program with ESL staff at School A. Committee members have been developing a multicultural program with some assistance from a consultant who is the Director of the Institute for Intercultural Relations at Rutgers University. Parents, teachers, administrators and the Superintendent of Schools attended a workshop presented by the Rutgers consultant in late March on cultural differences.

Originally, the plans for multicultural education were based on the assumption that supplemental funds would be available through the Title VII program. When it became apparent, however, that such funding would not be forthcoming, plans for the multicultural program had to be revised. According to the 1975-76 proposal, the program that has been developed is based on the recognition that multicultural education can occur within the context of the regular classroom schedule, if the right mix of materials is utilized. For example, reading materials will be selected which focus on a multicultural theme and songs which reflect a cultural heritage will be included along with standard songs at singing time. Teachers will be trained to provide more opportunities for children to express themselves culturally. To successfully implement the program, bilingual/bicultural teaching teams will have to be formed, with a teacher or aide on each team who has a bilingual background. Parents with bilingual and/or bicultural heritages will be used as resource people in planning and carrying out BL/BC activities; five parents have already agreed to participate in such events and more parents are being contacted.

Most of the committee's time has been spent identifying potential sources of multicultural materials and a list of materials which are available has been developed. Films, film strips, record albums, books, flash cards and other classroom materials are included on this list. Members of the committee pilot-tested these materials before they were included in the final selection. In addition, the Borg-Warner System's 80 multicultural curriculum will be ordered as soon as the 1975-76 proposal is accepted. All BL/BC children will be pretested in the fall and then these materials will be tailored to meet their individual needs. Language fluency will be evaluated with the cooperative Inter-American Reading Test and the children's self-concept with the SCAMIN. Posttesting is also planned to determine the effectiveness of multicultural activities.

In sum, a Bilingual/Bicultural Committee, comprised primarily of the Chairperson (a teacher from School A), the Head Start Director and the PDC Coordinator, have worked with a consultant from Rutgers University to develop the BL/BC component.

The focus of the program is on multicultural education within the regular classroom setting. Bilingual/bicultural staff and materials have been identified and BL/BC teaching teams are planned. BL/BC parents have also been asked to participate in these activities. Teacher training in working with BL/BC children has not been scheduled, however. It will be difficult to implement the BL/BC program without such training and training activities cannot occur before next fall.

E. Analysis of the Planning Process

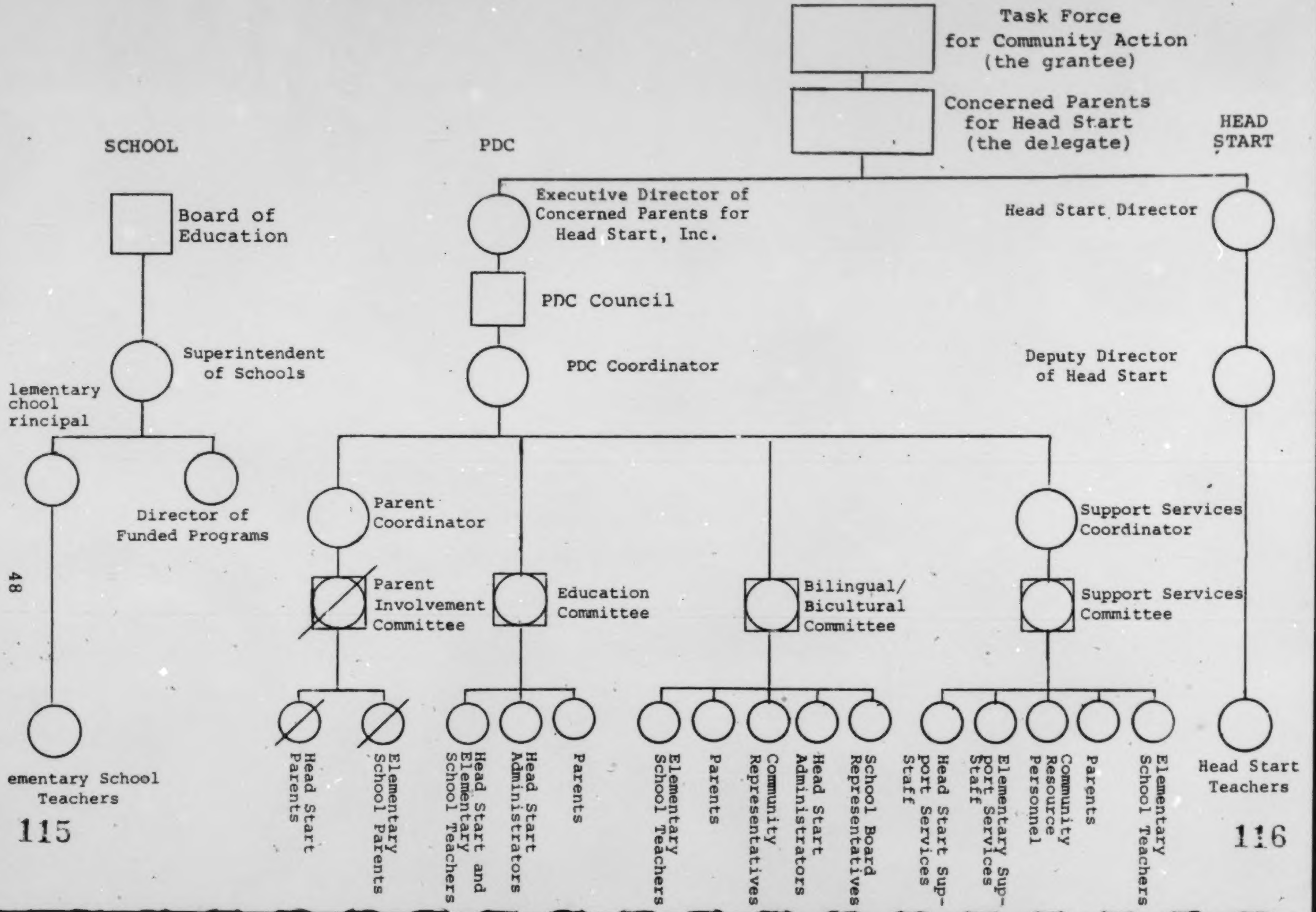
In August 1974, persons at the New Jersey PDC site who were associated with the local Task Force for Community Action, the Head Start program, the Board of Education, School A and local community groups met to begin organizing the PDC program for the planning year. The formal organizational structure of the PDC program in New Jersey is illustrated in Figure 1.

Description of Roles

The roles and activities of the persons who were involved in planning for PDC in New Jersey can be delineated as follows:

- **PDC Coordinator**. The New Jersey PDC Coordinator had very little decision-making authority during the planning year. Administrative decisions were made by the PDC Council and a large proportion of the program's day-to-day decisions were made by the Head Start Director. Although the PDC Coordinator attended PDC Council meetings, she was not a voting member. At each meeting she presented a monthly report of PDC activities and responded to the policy directives that were set by PDC Council members. Most of the PDC Coordinator's activities were in the areas of program development and coordination of information between the persons active in program development areas and those who made program decisions, namely the Head Start Director and other voting members of the PDC Council. The PDC Coordinator kept up-to-date on all committee activities either by attending meetings or through discussions with staff as well as by scheduling the meetings and arranging for speakers and outside consultants to address the various interest groups. She was especially active in the Education and Bilingual/Bicultural areas and, in fact, had taken primary responsibility for developing and scheduling educational training activities. For reasons explained elsewhere in this report, the PDC Coordinator received a critical evaluation of her job performance from the Personnel Selection Committee of the PDC Council and left the program in June 1975.

Figure 1
Formal Structure of the New Jersey PDC Program


SCHOOL
PDC
HEAD START
Task Force for Community Action (the grantee)
Concerned Parents for Head Start (the delegate)
Board of Education
Executive Director of Concerned Parents for Head Start, Inc.
Head Start Director
PDC Council
Superintendent of Schools
PDC Coordinator
Deputy Director of Head Start
lementary chool rincipal
Director of Funded Programs
Parent Coordinator
Support Services Coordinator
Parent Involvement Committee
Education Committee
Bilingual/ Bicultural Committee
Support Services Committee
ementary School Teachers
Head Start Parents
Elementary School Parents
Head Start and Elementary School Teachers
Head Start Administrators
Parents
Elementary School Teachers
Parents
Community Representatives
Head Start Administrators
School Board Representatives
Head Start Support Services Staff
Elementary Support Services Staff
Community Resource Personnel
Parents
Elementary School Teachers
Head Start Teachers

- Parent Coordinator. Although not hired until January 14, 1975, the Parent Coordinator in New Jersey immediately began contacting both Head Start and School A parents and scheduling orientation meetings to acquaint them with PDC goals and activities. She surveyed parents' interests in adult education and developed a tentative schedule of parent workshops. She was also responsible for setting up the Parent Involvement Committee. On April 28, 1975, however, a PDC Council member attended a meeting of the Parent Involvement Committee to inform the group that its formation and functions had not been reviewed by the PDC Council and would not receive necessary Council approval. After this meeting the Parent Committee ceased to function, the Parent Coordinator became increasingly uncertain about her own working relationship with the PDC Council, and parent involvement planning activities came to a halt. In June 1975, after receiving a critical review of her job performance from the Personnel Selection Committee, the Parent Coordinator left the program.

- Coordinator of Developmental Support Services. Along with the PDC Coordinator, the Coordinator of Support Services was hired on a half-time basis on October 21, 1974 by the PDC Council. She also held a half-time position as the Coordinator of Head Start's Early Periodic Screening Diagnosis and Treatment Program (EPSDT). As Support Services Coordinator for PDC, she was responsible for organizing a Support Services Committee and for completing planning activities for both the support services and handicapped components. Her experience and contacts from EPSDT contributed significantly to her success in this area and she was regarded as a competent coordinator by both PDC staff and members of the PDC Council. Although she received a favorable job performance review, the Support Services Coordinator did not reapply for her position in June 1975 and will not be involved in the PDC program for the implementation year. She retains her position as Coordinator of Head Start's EPSDT program.

- Head Start Director. The Director of the local Head Start program, as the Executive Officer of the delegate agency, became the fiscal manager of PDC as well. She was also a voting member of the PDC Council, served on the Bilingual/Bicultural Committee, and participated in writing the original proposal for the PDC planning year. During the planning year, she was asked to monitor the PDC Coordinator's activities because the PDC Council was not satisfied with the Coordinator's performance. As a result, the Head Start Director was very active in the day-to-day operations of the PDC program in New Jersey.

- PDC Council Chairperson. The PDC Council Chairperson is currently the Executive Director of the New Jersey Educational Opportunity Fund. Prior to this, he served as Director of the local Task Force for Community Action and at the time he became involved in PDC, was Assistant to the President of a local college. The PDC Council Chairperson collaborated with the Head Start Director and Board of Education representatives in writing the original PDC proposal in the spring of 1974. When the PDC Council was organized, he became its Chairperson and played an active role in program development activities throughout the planning year. The Chairperson planned to step down at the end of the planning year but was to be available in the fall as a consultant to the program.

- Board of Education representatives. The Director of Federal Programs for the local public schools worked on the development of the original PDC proposal during the spring of 1974 and is a member of the PDC Council. At the start of the planning year she attended PDC Council meetings but has not continued to do so. A former Principal of School A, who is presently Assistant Superintendent of Schools, is also a PDC Council member and also has not participated regularly in Council meetings and/or decisions. The only representative from the Board of Education who has participated in PDC planning activities is the Superintendent of Schools.* The Superintendent held several meetings with PDC staff and members of the PDC Council. Topics of these meetings included the lack of participation of the elementary school in PDC and planning for the 1975-76 proposal; in addition PDC decisions were reviewed with him before they were actually carried out.

- Elementary school administration. The turnover in principals at School A during the first part of the planning year prevented any of them from getting actively involved in PDC. PDC staff had high hopes that the Principal who was appointed to the post in January 1975 would finally provide the much needed administrative link with School A. Unfortunately, he became too involved with activities at School A to participate in the PDC planning effort. As a result, there has been no administrative participation in program planning at the elementary school level.

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*Members of the evaluation team have learned that the Superintendent died in the middle of June 1975 after a long illness.

- Head Start teachers. The two prospective PDC Head Start teachers for the next year were both members of the Education Committee and were also members of the PDC Council.

- Elementary school teachers. Teachers from School A were involved on a regular basis in PDC planning activities as members of the Education and BL/BC committees. The chairpersons of both committees are School A teachers. A School A teacher served as an administrative liaison between the PDC program and School A in the absence of participation of a principal, but this situation was not satisfactory. Teacher representatives from School A were not members of the PDC Council for most of the year, but this past spring a School A teacher, who represents the local education association, was appointed to the Council. She will not be a PDC teacher but plans to remain on the PDC Council as a representative of the local education association.

- Head Start and elementary school parents. Very few parents have participated actively on any of the PDC planning committees and no parent representatives from Head Start or School A have regularly attended PDC Council meetings. Parents from both Head Start and School A took part in activities of the Parent Involvement Committee when it was functioning during the early spring, but committee meetings ceased in April (see Parent Coordinator). On the whole, parents have had minimal input in the New Jersey site's planning activities this past year.

- PDC Council. The PDC Council was organized in August 1974 and during the planning year acted as the administrative and decision-making body for the program. Its members were involved in developing

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job descriptions, personnel selection, writing program by-laws, and so forth. They also reviewed the activities of PDC staff and the planning committees at each meeting and were responsible for approving, modifying or rejecting all staff or committee plans. The PDC Council also served as a liaison group with outside agencies. Members of the Council negotiated with the local education association to pave the way for effective teacher involvement in PDC, with the Board of Education to write the 1975-76 proposal, and with various funding agencies in an effort to obtain additional monies for PDC.

- PDC committees. In late November 1974, the PDC Council approved the establishment of three committees to develop a plan for each of the PDC component areas. The Education, Support Services, and BL/BC committees each held their first meetings before Christmas and developed strategies for operation. These three committees met regularly in January 1975 to finalize plans to be included in the 1975-76 funding proposal to OCD. The committees operated with the understanding that they served only in a planning capacity, and that the PDC Council had the authority to approve, modify or reject portions of their proposed programs, or the total package. As noted above, in late February, a Parent Involvement Committee was organized, apparently without PDC Council authorization. Committee members began working out parent involvement activities and scheduling fund-raising events. When committee activities ceased in late April, very little, if any, additional planning for parent involvement occurred during the remainder of the planning year.

In sum, although progress was made in planning for the implementation of the PDC program in New Jersey, the limited representation of some groups, along with PDC staffing problems, hampered the site's overall planning efforts. Persons affiliated with the Head Start program and from the local community were more regularly involved in program development activities during the planning year than persons from the Board of Education or School A. As a result of the PDC staffing problems outlined earlier, members of the PDC Council assumed responsibility for completing PDC planning activities and preparing for program implementation next fall.

Planning Accomplishments, by Component

After a slow start, planning for PDC in New Jersey was accelerated during the second half of the year. At the time of the first evaluation site visit in January, only ten planning tasks had been completed. By the second visit in June 1975, planning was complete for 31 tasks, 16 tasks were in progress, and three were not to be addressed during the planning year; 28 of the completed tasks and 13 of those in progress appear to be well planned. Table 1 gives a component-by-component breakdown of the status of the planning tasks. Most of the tasks that have been formally completed fall into five categories (education, training, support services, parent involvement, and administration); planning is in progress on the other two (handicapped and bilingual/bicultural). But, although the OCD guidelines were used as a blueprint for planning, not all of the completed tasks are in compliance with the guidelines. It should be noted, too, that many of the New Jersey program's plans for next year depend heavily on three pending supplemental funding proposals, especially in the handicapped, education, and support services areas.

Education. All planning tasks in the education component are complete and in compliance with OCD guidelines. The involvement of the PDC Coordinator, the members of the Education Committee, and outside consultants were credited for this success.

Training. Most of the training requirements have been planned, except for training staff to work with handicapped and BL/BC children (see the summaries of the handicapped and BL/BC components). All training needs have been identified for the education and support services areas and training specialists have been contacted and a training schedule is being set up. Several training workshops in education and support services have already occurred. All training tasks are planned for completion in accordance with OCD guidelines before school opens in the fall.

Support services. Planning for the support services component is almost finished. Five of the seven planning tasks have been completed and the other two tasks are to be completed by the end of the year. The planning task "locate or allocate funds to fill gaps in services" will be completed provided that the school receives approval of a $39,000 proposal for Title VI funds. At present there are no provisions for obtaining

Table 1

Degree of Completion of Planning Tasks by Component

Component	Number of Planning Tasks	Complete	In Progress	Not Begun
Education	5	5	0	0
Training	5	3	2	0
Support Services	7	5	2	0
Parent Involvement	6	6*	0	0
Administration	12	8*	3*	1*
Handicapped Services	8	2	5	1*
Bilingual/ Bicultural	7	2	4	1
BL/BC Demonstration Project Tasks	0	0	0	0
COMPLETION TOTAL	50	31	16	3

*Some of these planning tasks will not be in compliance with OCD guidelines.

other funds and if this proposal is not approved there will be a big gap in handicapped and support services. The other incomplete task in this area is to develop a medical record-keeping system and that was to be finalized before the end of the planning year.

Parent involvement. The parent involvement component has presented a major problem throughout the planning year in New Jersey. Although all six planning tasks have been formally completed, according to the reports of the planning personnel, actual attendance at committee meetings suggests that parents have had little or no participation in program development activities. For example, the requirements for parent participation in decision-making and communication between Head Start and School A parents were reported as complete, yet very few parents have been involved in planning activities or program decision-making during the year, and no effective communication system has been established to keep parents in both Head Start and School A in contact with each other.

Administration. In the administration component, eight planning tasks have been completed and three are in progress, according to program personnel. But here again there appear to be gaps in planning. One serious gap is that elementary school and Head Start parents are not adequately represented at PDC Council meetings. Another gap is that a productive, working relationship between the Head Start grantee, elementary school personnel, and Head Start delegate agency has not been established.

Handicapped. Most of the planning tasks in the handicapped component are reported as in progress and are scheduled to be completed on time. However, there has been no effort to address an important planning task--training teachers to work with handicapped children. It appears, then, that training activities cannot realistically begin until after school opens in the fall.

Bilingual/bicultural. The BL/BC planning tasks are reported as in progress; five of the seven planning tasks meet OCD guidelines, but two--focusing on staff training--have not been adequately addressed.

Planning Accomplishments by Type of Activity

Table 2 gives a review of the completion of planning tasks based on the type of activity required. All planning tasks were placed in one of four major categories, depending on their required central activity: coordination, review and assessment, administrative decisions, and program decisions.

Coordination. Included as coordination were all activities that involved developing timetables and schedules, arranging for intergroup communication, and defining relationships among people and/or groups. At the New Jersey site, more than half of these tasks were reported as complete and only one had not been addressed; this suggests that considerable attention was given to these activities. Serious problems were apparent, however, in two administrative coordination tasks and two parent involvement tasks. All four tasks were concerned with communication between key groups and the degree of parent participation.

Review and assessment. Review and assessment requirements included review of existing programs, review of program alternatives, surveys of resource people and services, and assessments of needs or interest. Of the eight review and assessment tasks, five have been completed and the rest are in progress. There appear to be no major problems in this area at the New Jersey site.

Administrative decisions. Of the 12 administrative decisions, eight have been completed and four are in progress. These decisions include hiring personnel, deciding on space and physical plant issues, budgetary issues, and initiating specific program activities. These were easily definable, fixed-time decisions and most have been addressed. Two administrative tasks, although listed as complete, have serious problems, however. First, the organization of the PDC Council is not in accordance with PDC guidelines with regard to representation of key groups (i.e., parents and school administrators). Second, although all PDC staff were hired for the planning year, there will be a complete staff turnover by next year because the entire PDC planning year staff has resigned. These two situations cannot help but have an adverse effect on program planning, coordination, and implementation.

Program decisions. Program decisions are defined as identification of program goals, needed program materials, training content, and program plans for instruction and support

Table 2

Degree of Completion of Planning Tasks by Type of Activity

Activity	Complete	In Progress	Not Begun	ACTIVITY TOTAL
Coordination	9	6	1	16
Review and Assessment	5	3	0	8
Administrative Decisions	8	4	0	12
Program Decisions	9	3	2	14
COMPLETION TOTAL	31	16	3	50

services. Of 14 program decisions identified, nine have been completed, three are in progress, and two have not been addressed. Three of the program decision activities (one in progress and the two not addressed) that focus on training teachers to work with handicapped and BL/BC children will not be completely planned before school opens in the fall.

Summary

PDC planning staff, PDC Council members, and the planning committees have used the OCD-defined planning tasks as the focus of their planning efforts thus far. Locally defined planning efforts did not surface at the New Jersey site. Although PDC planning activities appear to be formally on schedule at this site, with better than 90% of the planning tasks scheduled for completion before school begins next fall, serious problems are apparent in four of the planning areas: parent involvement, administration, handicapped, and BL/BC. By the end of the planning year, it was also evident that the success of many of the planned programs was heavily dependent on receiving supplemental funding (no notification regarding such funding had been received by the site at the time of the June evaluation visit). And, as a result of PDC staff turnover, some of the planning tasks will have to be re-addressed, most obvious of which are the reorganization of the PDC Council and hiring a new PDC staff. It can be seen, then, that even though the majority of the planning tasks have been formally addressed, PDC program planning cannot be completed on schedule at the New Jersey site.

Program Interpretation

This section gives an overview of the PDC program and an interpretation of the factors that have influenced New Jersey's planning year. It also points to the potential effects of these factors on implementation year activities. The following are factors which have had a positive influence during the year:

- Head Start and community support. Several members of the Head Start program in New Jersey and members of the community with experience in community action programs have played major roles in developing the plans for PDC and completing the implementation year proposal.

- Head Start's expertise in support services. Before assuming her PDC role, the Coordinator of Support Services held a similar position as the Coordinator of EPSDT at the Head Start level. Over the years, Head Start program staff have established ongoing contacts with medical, dental, psychological and social agencies in the community and have developed an extensive service delivery system. The Coordinator of Support Services was able to expand this system to include PDC children. As a result, the PDC support services delivery system in New Jersey is ready to start operating in the fall and few problems are anticipated in the implementation of this area.

- Committee activity. During the planning year, despite the administrative confusion, the Education, Support Services and Bilingual/Bicultural committees each developed a viable program. Each of these committees assessed component needs, identified potential program resources and developed a program framework which was included in the 1975-76 program proposal. The committees also served as the avenue of input from people affiliated with agencies other than Head Start.

- Community resources. Since the New Jersey site is near New York City, the availability of consultants and curriculum material resources is excellent. Accordingly, PDC staff and committee members worked with several consultant groups in reviewing curriculum materials and visiting other specialized programs in operation around the New York metropolitan area throughout the planning year. The availability of consultants, curriculum materials and model programs contributed to the productive activity of each of the active PDC committees.

The following are factors which have had a negative influence on PDC activities in New Jersey during the planning year:

- Failure to establish linkage. The lack of active participation by the Board of Education and public school administrators has had a detrimental effect on program planning and has hindered the establishment of an effective administrative linkage between Head Start and the public school. Consequently, day-to-day program operations and long-term planning decisions were made by Head Start personnel and people from the community.

- Turnover of School A principals. Four persons have served as principal of the school since the original PDC proposal was written in the spring of 1974. This rapid turnover has resulted in only minimal contact between PDC and School A officials; the appointment of a special liaison person did not seem to solve this communication problem. The PDC Coordinator had hoped that the appointment of a permanent principal at School A in mid-January might resolve this situation, but the new Principal was busy with school management and consequently had little time to become very involved with PDC planning. As a result, he knows very little about PDC activities and has had little input in program planning. If his level of participation with PDC program planning does not increase soon, the fall implementation effort will be adversely affected.

- Lack of representativeness of the PDC Council. When it was initially formed, members of the PDC Council included representatives from Head Start, the local Task Force for Community Action, the elementary schools and the community, but throughout the year the only members of the Council who have attended on a regular basis have been representatives from Head Start and people with experience in community action from the PDC neighborhood. Next year an attempt will be made by the Council to broaden its base of representation.

- Hiring staff. All members of the PDC staff were hired after the beginning of the 1974-75 school year. The PDC Coordinator and the Coordinator of Support Services were hired on October 21, 1974. The Parent Involvement Coordinator was not hired until January 14, 1975, more than six months after the program grant was awarded. As a result, the completion of planning activities was behind schedule during the first part of the year and the parent involvement component never recovered from that delay. Now that new PDC staff must be recruited, there will be even more delays in completing program activities.

- PDC staff inexperience. The staffing problems that developed during the planning year seem to have been caused by the inexperience in community service positions of both the PDC Coordinator and Parent Involvement Coordinator.

- Parent involvement. The parent involvement component was mismanaged during the planning eyar because of staff inexperience and administrative confusion between PDC staff and the members of the PDC Council. Meetings of the Parent Involvement Committee were suspended by the Council after parents from Head Start and School A had regularly attended meetings for two months. As a result, parents have not fully participated in planning year activities and the outlook for increased parent participation is poor until such time as the new PDC staff and the members of the PDC Council can decide on the type of parent involvement they want.

The De Facto Definition of PDC

The nature of the PDC program that is emerging in New Jersey is reflective of the participation of Head Start personnel in program development activities. Presently, PDC is an upward extension of the Head Start program which has not been formally linked with the elementary school. As a result, although program plans are on paper, the day-to-day commitment of staff and administrators at School A has not been assured.

Everyone involved in planning in New Jersey agrees that the public school must go beyond addressing just the educational needs of its children. PDC has adopted the Head Start philosophy that focuses on the total child and planning activities during the year have equally emphasized the development of instructional and comprehensive services. There is clear recognition that program activities must be geared to the multicultural backgrounds of the families involved in the program.

Head Start and community support for the New Jersey PDC program was crucial to program development efforts, especially in the support services component. Members of the planning committees worked diligently to develop an outline for program implementation next year for the education, support services, handicapped and BL/BC components. The availability of community resources in and around the New York metropolitan area significantly facilitated committee activities. Program operations, however, have suffered severe setbacks. Staff turnover, the minimal involvement of members of the public school administration, and the lack of effective parent input in the program decisions have hindered planning progress and program development. The New Jersey program faces a critical period of program reorganization during the coming months as preparations continue for full-scale implementation amidst very serious operational as well as methodological problems.

PROJECT DEVELOPMENTAL CONTINUITY
PROGRAM CASE STUDY

New York

July 1975

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A. Introduction

PDC in New York has undergone a planning year marked by hope and frustration, cooperation and conflict, promise and disappointment. Efforts on the part of PDC staff and other involved parties to bring about preschool-school linkages have not been sufficient to establish an ongoing project. Although some detailed and productive work has taken place, fundamental issues of commitment from the school district and support from the grantee have remained as the basis of PDC's inability to situate itself within the system. Administrative struggle, demands for budgetary control, interpersonal conflict, and simple lack of enthusiasm have all tended to defocus PDC's role as a mechanism for educational change, and thrust it into a highly politicized light. The denouement of PDC in New York came in May when the school district failed to approve the implementation year proposal.

Support for PDC has been shaky throughout the year from both the school district and from the grantee. Problems of internal disorganization within the delegate agency (_______ Community Center) meant that PDC was not being fostered as a new offspring but was having to fight for a place and for identity. Local and district school officials initially were cool to the program and later skeptical and in the end opposed. PDC did have support from the parents who participated in the planning and saw that they would have increased access to policy-making roles. To them the withdrawal of support by school officials kept the political football out of their reach.

Before reviewing the existing educational setting and describing New York's activities in planning for Developmental Continuity, it is important to understand the context in which these activities occurred. This introduction describes the community where the program was located and the events that led to the establishment of a PDC demonstration site.

The Community

In the past 30 years, the PDC community in New York City has changed from predominantly Italian to predominantly Puerto Rican and Black. The area is now approximately 65% Puerto Rican, 30% Black, and 5% White, most of the latter being English-speaking Italians. PDC, although labelled bicultural, has in fact been faced with the challenge on being multicultural, and it is noteworthy that none of the three cultures is truly that of the "dominant" society.

Each cultural group has come to this area in turn as a begrudged minority and each has struggled first to establish and then to retain identity in the midst of social flux. Despite the development over the past ten years of a significant degree of local control of public schools (facilitated by the creation of community school boards), schools remain the most conspicuous symbol of White culture and have become the arena for political controversy as well as educational reform. PDC has been a program administered by a Black-run agency, working with a Puerto Rican community school board, linking with an elementary school most of whose teachers are Jewish, serving a Puerto Rican and Black community. The issues and threads of biculturalism run deeper than what is to be taught in first grade reading; virtually all decisions and policies regarding education are seen by residents as having a great potential impact on the future directions the community will take.

The Origins of Developmental Continuity

The impetus for New York's Developmental Continuity program came from Head Start staff of the ____Community Center. The ___Community Center, founded in 1948 through the cooperation of 10 local agencies, was the first settlement house project in the area. In its 25 years of operation, the program has organized projects for teenage gangs, mental health consultation and referral services for senior citizens, anti-narcotics campaigns, teenage leadership training, employment services, adult classes, day care and housing. Since 1956, the program's administrative offices have been located at a community center in a group of housing projects forming a neighborhood of over 10,000 families.

In the spring of 1974, the Head Start center director learned of the possibility of obtaining Developmental Continuity funds and worked principally with the current Head Start director (then assistant director) and the Head Start education director to generate the PDC proposal. Officials of the New York City Bureau of Early Childhood Education and of the OCD regional office assisted in drawing the original plans. Selection of the Preschool-School Linkages (PSL) model was dictated more by circumstances than by choice; facilities would not have been available for inclusion of Head Start centers into the public schools without massive bureaucratic and political red tape. The PDC coordinator, hired October 15, 1974, is a native of Puerto Rico. Additional PDC staff include a developmental support services (DSS) coordinator, parent involvement coordinator, and a secretary.

B. The Educational Setting

The Head Start Program

The ____ Community Center is the delegate agency and the grantee is the City of New York (through the Human Resources Administration). All five Head Start classes were designated as PDC classes for the program: three of these are located at Center A, two at Center B. A total of 94 children are enrolled in these five classes (ranging from 17 to 20 children per class); hours of operation are 8:30 a.m. to 3:00 p.m. Of the five Head Start teachers, four are female, one male; two are bilingual in Spanish and English; three have B.A.'s in Early Childhood, one in Sociology, and one in Education and Spanish. Four of the five are certified in New York; Head Start teaching experience ranges from two to five years. Each class has a teacher aide and at least one other adult, usually a parent, is regularly in the classroom. Thus the adult/child ratio is approximately 1:6.

The educational philosophy of the program is fairly typical of that of Head Start nationwide--emphasis is placed on development of the whole child in cognitive, psychomotor and affective domains; emotional, physical, social, and intellectual growth are seen as interrelated aspects of the total educational program. All five of the classes chosen to participate in Developmental Continuity share similar daily routines and time schedules; an average day includes both child-directed free play and teacher-directed activities such as cooking, finger plays, dramatics, and pre-math or pre-reading lessons. Children work individually in various areas (art, block, house play, water play, etc.) during part of the morning. Small groups are either culturally mixed or split along native language lines, depending on the activity at hand. Spanish-speaking children meet together for stories read by a bilingual teacher or aide, and also for some language-concept activities. The rule of thumb seems to be that unless there is a specific language thrust for the lesson, small groups are culturally heterogeneous. Teachers spend much of their time in informal interaction with children as well as conducting "lessons."

Teaching staff regularly trade classes at the Center B in order to equalize the classroom presence of bilingual teachers. Head teachers and aides plan together for classroom roles and daily work, usually during the children's nap time or immediately after class. There are weekly group meetings for all teachers, aides, and the Head Start education director to coordinate activities and discuss goals. Parent contact and classroom participation vary from teacher to teacher; some have regularly scheduled meetings with parents during the year, while others rely upon informal discussions. A parent workshop is held at the beginning of each year to orient parents to the center, staff, and program. According to both teachers interviewed, parents are solicited to work in the classroom and to contribute ideas for activities, and several parents do so, but most have little involvement in the actual operation of the educational program. Through the Head Start center committee, however, parent representatives approve policy and budget, interview job applicants, and hold grievance proceedings.

Partially due to its position within the structure of the ____Community Center, Head Start has established contacts with and availed itself of services from a wide variety of community resources, including Medicaid, the food stamp program, mental health clinics, the housing authority, family counseling, day care and the welfare department.

The Elementary School

The elementary school participating in Developmental Continuity with the Head Start classes is located just a few blocks from Head Start Center A. Besides the principal, other administrative staff include an assistant principal, a guidance counselor and a bilingual coordinator. The number of classes per grade level for kindergarten to grade 3 is as follows: kindergarten--four; first grade--four; second grade--three; third grade--three. There are approximately 24 to 30 children per class and a total of 26 teachers and other adults in the 14 classes; adult/child ratio is thus about 1:14 overall (with a greater proportion of adults in K, smaller in grades 2 and 3). Only the three kindergarten teachers have been identified for next year's Developmental Continuity classes; of these, two are bilingual in Spanish and English and all have from 8 to 10 years of previous teaching experience. Each kindergarten class has a full-time teacher aide.

The educational approach of the elementary school, as articulated by its principal, places stronger emphasis on cognitive and academic skills than does Head Start. Classroom procedures are for the most part teacher-directed and child-responsive, with reading and language skills stressed. The kindergarten classrooms are quite well-equipped with books and various displays (musical instruments, science materials, Spanish bulletin boards, and letter, number, and concept displays). An average day in first grade would include oral language, reading, and math drills, discussion of calendars, charts, or addresses, story-telling, a social studies or science lesson, and group sessions to review and reinforce earlier work.

Parent contact varies among teachers; some teachers talk informally with parents on a daily basis, others arrange parent meetings only in the face of explicit classroom problems (either behavioral or educational). A parent advisory council has input into decision-making regarding the school's Title I reading, math, and bilingual/bicultural programs, but there is little ongoing parent involvement in the day-to-day planning or operation of the educational curriculum. The principal estimates that 10 parents per year assume active roles. Several years ago the PTA was dissolved and a parent association (PA) formed in the wake of parent-teacher conflict over their respective roles. Consequently the parent-teacher link is somewhat tenuous and the principal has become an intermediary between the two groups. The PTA has a president, but no coherent body and during the fall semester of 1974 there were no formal PA meetings. Parents regularly gather informally at a "parents' room" in the school building.

The elementary school provides medical and dental screenings for all children, independent of whether children arrive through Head Start, and arranges referrals to mental health services and other social agencies (legal aid, housing, recreation, welfare, food stamps, etc.). There are nutrition education programs for staff and children; breakfast is available for children who do not receive it before coming to school. The school operates a "supportive learning center" staffed by one teacher and two paraprofessionals, has two classes for children with retarded mental development, has a speech center for children with severe speech impediments, and brings in a special education teacher twice a week for minor speech problems. Two outreach workers are available for contacting families of children with emotional problems.

Bilingual/bicultural education takes two forms: for K-1 there exists what the principal describes as a "total bilingual program," meaning that bilingual staff are present in each classroom, primarily for the benefit of Puerto Rican children who speak little or no English. Study groups in reading and math are usually split according to native language; for story-telling and more informal activities groups are mixed to enable sharing of language skills and cross-familiarity between English- and Spanish-speaking children. In grades 2-6, bilingual/bicultural education is not mainstreamed into the regular classroom routine; there is a language training program for those who speak limited English, meeting in groups of 25 for two hours per day.

The principal supervises all teachers and observes in classrooms as his schedule permits. He also holds a formal yearly evaluation for each teacher, during which lesson plans are checked.

The elementary school offers more extensive and systematic services to handicapped/learning disabled children than does the Head Start program. In fact, Head Start has so few children diagnosed as requiring special services that at this time they are attempting to identify more, in order to meet OCD's performance standards mandate of 10% handicapped. In bilingual/bicultural education, each institution provides its own brand of special service, with a greater percentage of bilingual staff in Head Start, but more structured and specific bilingual/bicultural programming at the elementary school in kindergarten and first grade.

As the planning year began, there was no history of contact between the school and Head Start centers. As the year progressed, there seems to have been minimal contact between the Head Start and the school at the administrative level, a situation complicated by the fact that the Head Start director was new and unsure of her position. As a result, the two institutions were not able to establish sound working relationships. The institutional distance was such that the principal eventually began saying that PDC was simply a poorly conceptualized and poorly organized attempt at institutional imperialism by Head Start people who did not realize that the school did not need their help.

C. The Planning Process

Key Personnel

The following people assumed significant roles during the planning year for PDC in New York: the PDC coordinator, elementary school principal, Head Start director, former Head Start director, the executive Head Start director, district superintendent, district supervisor of bilingual early childhood education and acting director of the elementary school's bilingual minischool, and a member of the community school board who was also PDC council chairperson. It should be noted that membership in this list does not imply active participation in PDC planning, but simply that the listee has been in a position to facilitate or thwart planning year activities. As will be seen in subsequent narrative, outcomes of planning efforts have been heavily influenced by inaction as well as action.

Arrangements for Planning

The PDC coordinator was hired on October 15, 1974; two weeks later the first meeting of the PDC ad hoc advisory council was held. Persons attending this meeting included administrative staff, Head Start staff, elementary school teachers, staff, and parents. The chief item of business was agreement on the purpose and constituency of the permanent PDC council. It was determined that the council should contain 30 members, broken down as follows:

A. Parents

- three from elementary school (a member of the parent association, a kindergarten parent, and an elementary grade parent)
- three from Head Start (one parent from each of the two centers, one from the Head Start policy committee)

B. Head Start policy committee and school board

- three members of community school board
- three members of Head Start policy committee

C. Head Start and school administrators

- elementary school principal
- district supervisor of early childhood
- district supervisor of bilingual programs
- Head Start director
- Head Start assistant director
- Head Start educational director

D. Head Start and school teaching staff

- one kindergarten teacher
- one first grade teacher
- one assistant teacher
- one teacher of 4-year-olds in Head Start
- one teacher of 3-year-olds in Head Start
- one assistant teacher

E. Community representatives

- representatives of education, health, nutrition, and social services areas

Personnel turnover within both the ____Community Center and the local school district since the original planning for a PDC site in New York appears to have contributed significantly to the lack of clarity and commitment PDC has experienced during the planning year. The former Head Start director is the person within the ____Community Center who played the largest role in preparing the first proposal; she has since been directing a senior citizens program at the center. Her successor became Head Start director during the summer of 1974 and appears never to have fully understood how PDC was intended to work with Head Start; at several times during the planning year she expressed confusion as to her administrative position relative to the PDC coordinator (thinking at first that she should have been her superior, then that the PDC coordinator was hers). The former Head Start director had had power and responsibilities within the ____Community Center beyond those stemming from her position as Head Start director (important among them, she had been acting PDC coordinator before the present coordinator was hired); the present Head Start director did not have such influence, but could not comprehend why she was not allowed to do what the previous director had done. The executive director of the center has been attempting to reorganize the structure of leadership roles in the agency in response to problems with program mismanagement, record-keeping, and staff relations, but creditable as this goal is, ____Community Center staff at this point are working in an environment marked by internal discord, confusion, and flux. The executive director has held this post for less than two years (his three immediate predecessors did not last that long), and the deputy director was hired last October only one week before the PDC coordinator; clearly neither of these men could quickly establish the aura of organizational stability that might have enabled PDC to fit more firmly into the agency.

In the local school district, the district supervisor of early childhood education (and hence the district's principal contact with Head Start during the original planning of PDC), left the public school system to work for a Greek cultural and civic group. She has been succeeded by two people: the supervisor of early childhood education, and the acting supervisor of early childhood bilingual education (and director of the elementary school's bilingual minischool). The division of their responsibilities, at least with respect to PDC, has not been constant: the ECE supervisor is a member of the PDC council as a representative of the district, but according to attendance sheets, ceased coming to PDC council meetings in January, while the bilingual supervisor whose support and input had been solicited by the PDC coordinator throughout, attended her first PDC council meeting on March 4. At this meeting she was introduced by the principal as the district's bilingual supervisor who would in the future be sitting on the PDC council. Several other members of the PDC council, knowing that she was also the director of the elementary school's bilingual minischool, questioned the timing of her presence at the meeting, inasmuch as (a) uncertainty about the status and program of the minischool had hindered progress in designing the PDC educational curriculum, and (b) the purpose of the meeting was for task forces to submit written recommendations for the implementation proposal. Her contributions to this and subsequent PDC council meetings took the form of questioning the nature and goals of PDC, insisting that the elementary school already provided the services being called for, and debating the priorities of budget expenditures. The consensus of PDC staff is that the bilingual supervisor attempted to actively involve herself at precisely the point when her unfamiliarity with PDC was most debilitating.

An additional change from the original plans should be noted here which indirectly amounted to a personnel turnover--the elementary school was not the public school identified in the first proposal as the receiving school for PDC Head Start children. Two other schools had been chosen, and both were suitable in terms of distance and customary enrollment pattern to the Head Start centers. It is unclear when the decision was formally made to switch to the present school, but it appears to have been motivated by the facts that this school has a Puerto Rican principal, an ongoing K-6 bilingual program, and lots of empty space to fill. How PDC would have fared in the other two schools is difficult to predict, but since two crucial factors in events during the planning year have been the principal's inability to work with others and the advent of the bilingual minischool at this school, it is fair to assume that the outcomes of the planning year would have been different had the Head Starts been linked to another school.

Planning Year Activities

This section of the case study summarizes the accomplishments of the project on planning activities during the planning year. For convenience, this description is organized into two parts by program component. Part 1 covers activities from the beginning of the project through the first site visit by the evaluation team, and part 2 covers activities from that date through the end of the school year. Where there is overlap in the planning tasks set forth in the program guidelines, a discussion of a particular activity will be under the component with which it seems to fit best. Additional information on these planning activities, with special reference to compliance with guidelines, can be found in the Monitoring Report.

Administration, through February 1975. None of the planning tasks for this component have been fully completed, although most have been addressed in some fashion. In order to comply with OCD guidelines, community representatives must still be recruited to join the PDC council. Other than this issue of constituency, the council is well established, but there is broad residual confusion concerning its actual function and capacities. Discussions have been held between the PDC coordinator, school principal and the Head Start executive director, resulting in verbal agreement on the relationships of the respective groups. The PDC coordinator hopes to secure more specific written agreement soon. Both the Head Start center committee and the public school parent association have met separately to discuss PDC, but so far communication between these groups has been restricted to contact through their representatives to the PDC council and the parent involvement task force. There are plans to bring these groups together for joint meetings and social outings, and it is hoped that, as a result, parents will become a more unified part of the program.

With the exception of a parent coordinator, PDC is now fully staffed. The coordinator hopes to hire a new parent coordinator by March 31, 1975. The PDC coordinator seems highly qualified, having resided in the immediate community and having directed a bilingual/bicultural teacher training program at Boston University. PDC council meetings have thus far failed to articulate the precise goals, objectives, and priorities of the program. Such is also the case with respect to timetables for the various task forces responsible for the components; each task force has met several times to plan work, but firm schedules have not yet been established. The PDC coordinator is aware of other federal and state programs which may provide assistance or serve as resources, but has not yet initiated contact with them. She hopes that the technical assistance staff will help to coordinate this effort. It is expected that ____Community Center administrative staff will contribute to formulation of the implementation proposal for 1975-76, a task for which the PDC coordinator acknowledges she has little previous experience.

Administration, March to June 1975. The PDC council added four community representatives to its membership on March 4, thus completing the requirements for constituency. The grantee representative and the PDC staff have joined the PDC council as ex-officio members. The council decided to retain the same pattern of membership during the implementation years, with each constituent body selecting its new representatives in the fall.

Discussion and debate regarding the PDC council's role in relation to the grantee, the school, and in particular, the community school board, have continued throughout the planning year. While it was mutually agreed that ____Community Centers, Inc., as grantee, was ultimately responsible for the operation of PDC, it was not agreed what this implied. The community school board steadfastly refused to be bound by decisions of the PDCC in the areas of teacher hiring and budget priorities. The principal certainly felt under no obligation to change procedures at his school merely on the basis of PDC's having told him to do so. Parents from Head Start and the school worked together more as individuals than as representatives of their respective parent organizations. While there was a high degree of commitment to program planning on the part of many people, institutional role relations were firmly established on paper only (and in some cases not understood on paper), as struggle over who was "in command" became a more frequent feature of meetings. In the end all knew that the PDC council was to be an advisory body, rather than a decision-making one, but this came to be through default rather than by choice, and the question lingers as to who was going to accept the council's advice.

PDC staffing was not finally complete until the hiring of the parent involvement coordinator on March 3, 1975. From that time on he worked primarily on helping to develop the implementation proposal. He was briefly preceded by another coordinator who had been hired on February 21, attended a joint workshop for parent coordinators on February 24, (held with the New Jersey PDC site), and resigned the next day.

Program goals, objectives and priorities were successfully drawn up by a subcommittee of the PDC council during February, and were ratified as the PDC council by-laws on March 4. These by-laws stipulate the purpose, goals, frequency of meetings, eligibility, offices, and committees of the PDCC. Timetables for the finalization of linkages plans were developed by PDC staff, approved by the task forces, and included in the implementation proposal. They outline by component area a schedule for completion of all planning tasks, and indicate substeps and means necessary to adhere to the schedule.

The support services coordinator initiated procedures in late February to apply for Title VII funds to support additional teacher training activities, but this effort ran aground once it was discovered that all such applications in the district would have to be approved by the community school board. In the PDC coordinator's words, "the prevailing situation did not allow for negotiations of this nature."

Education, through February 1975. Both classroom and administrative staff from Head Start and the elementary school have been involved in working toward a definition of the PDC educational approach and developing a bilingual/bicultural curriculum. Teachers and parents from both institutions are members of the education task force; the school principal is its chairperson. There is wide discrepancy among these parties as to exactly what has been accomplished in curriculum development. One of the Head Start teachers stated that the "eclectic child-centered with team teaching" model had been agreed upon as a curriculum, the PDC coordinator sees this as an approach, not a curriculum, and the school principal does not think that even the approach has been finally settled upon. All do agree that considerable work remains in specifying curriculum goals, procedures, and activities. Progress in several other components (e.g., training, handicapped) is contingent upon firm decisions of curriculum, so the education task force is being pressured to make its recommendations soon.

Lack of specificity in curriculum has also caused a logjam for other planning tasks in the education component. The hiring of additional classroom staff for the elementary school has been discussed at the committee level only, according to the PDC coordinator, and she is unable to describe what additional staff will be necessary. It is probable that hiring of bilingual teachers for the elementary school will require procedure waivers from the teacher's union, but it is uncertain how and by whom this will be presented. Arrangements have been made with the ____Community Center's deputy director to change Head Start staffing and room arrangement next year; it is understood that one additional full-time bilingual Head Start teacher will be hired. No steps have been taken to select a diagnostic and evaluative system for individual children; no one interviewed could even estimate what will have to occur for this task to be undertaken, let alone fulfilled. Workshops are being contemplated for increased individualization of instruction, but as of now there exists no educational context with which such workshops could be integrated. Plans are underway to arrange for staff observation of other classrooms and grades later this semester, but the PDC coordinator anticipates difficulty in getting the school principal to approve release time for his teachers.

Education, March to June 1975. Although both Head Start and the elementary school came up with what were described in the implementation proposal as "proposed structural plans" for the PDC educational curriculum, these do not seem to have been the result of joint planning between the two institutions. Input from public school teachers was minimal, as the school principal would frequently schedule meetings of the education task force for times when his teachers were unable to attend. Thus the meetings were dominated, both in numbers and in tone, by people with Head Start affiliation. Plans for the Head Start and kindergarten classes are specific as they appear in the proposal (in terms of the daily routine, teacher coverage, and subject areas), yet the proposal also states that these plans will be used to "open up the discussion on specific issues regarding the philosophy and educational approach...to arrive at a joint educational philosophy for the PDC program." What was forthcoming, then, from the education task force, was a set of plans for the following year which was recognized as not based on shared educational perspective.

The proposed Head Start plan included periods of work-play, special activities, large muscle activities, lunch, naptime, and experience in the second language, all built upon "an eclectic, child-centered philosophy." The plan called for three bilingual Head Start teachers who, by trading class time with the two monolingual teachers, would provide both individualized instruction for Spanish-dominant children and mixed-group activities for entire classes. Ample time was allotted for group teacher planning, and a typical day would have featured both teacher-directed and child-directed activities.

The kindergarten plan for the elementary school was largely developed by the principal and was based on the current program used in the class. It is described in the proposal as an immersion approach to bilingual education in which concepts are presented to all children in both languages on an alternating basis of priority (i.e., sometimes Spanish would precede English, sometimes vice-versa). Concepts introduced in one language were to be reinforced in the other as soon as possible. Children dominant in one language would receive separate group instruction in the other every day. Teachers working with identical groups of children were to meet daily for planning; all kindergarten teachers would meet as a group weekly. A typical day would begin with formal language instruction in Spanish, conducted in separate groups for Spanish- and English-dominant children, and would include small group activities, math, and stories before lunch. The afternoon would begin with a review of the morning's work; then the same language groups would receive English instruction. The day would conclude with art or music, social studies, visual and auditory drill and free play. No plans, recommendations, or hypotheses were developed for grades 1 through 3.

Communication between Head Start and public school teachers was initiated formally at a joint meeting held on February 6, at which the PDC coordinator explained the purposes, goals and guidelines of PDC. (Before this meeting began, the principal asked the PDC coordinator not to describe PDC as a bilingual program, lest this "confuse the teachers.") A second joint meeting was scheduled for February 28, when a consultant from the Center for Applied Linguistics of Washington, D.C. conducted an afternoon workshop on cultural and ethnic dialects.

These two meetings were the first of a projected series of four, the remainder of which were planned for March 14 and 24. These four days had been negotiated by the PDC coordinator, the district's deputy superintendent, and the principal and were chosen because they had already been identified by the district as afternoon release days for teachers. Another workshop, to be run by the technical assistance contractor and featuring a consultant on bilingual education from Boston University, was set for March 14, but had to be cancelled a week before when the district changed the release day to a later date. The workshop was never rescheduled, nor was the March 24 date utilized, since by that time relations between the PDC coordinator and school principal had disintegrated.

An evaluation subcommittee of the education task force undertook a survey of diagnostic materials at Project Best, the bilingual research center at Hunter College. They reviewed available instruments testing for language dominance, reading readiness, concepts, auditory comprehension, and self-concept, and recommended to the full task force that the Valett Development Survey and New York Child Development Scales be administered to PDC children. They further urged that workshops be conducted for teachers who would be using these instruments.

Preservice and inservice training, through February 1975. As mentioned in discussion of the education component, definite plans to implement training await adoption of a specific bilingual/bicultural curriculum. Meetings have been held among chairpersons of all task forces to outline training needs, but no schedule for training has been set. Teachers have been informally consulted to gather information on training needs, and a more systematic needs analysis questionnaire may be developed and utilized. The PDC coordinator would also like to provide sensitivity training for teachers and administrative staff to increase communication between these groups and parents. Each task force chairperson is responsible for determining training needs within individual components; they will meet as a group to coordinate and schedule training on or before March 31, 1975. The technical assistance consultant has worked with the coordinator to identify consultants and institutions to conduct training workshops, but the final selection has not yet been made. The coordinator feels that planning tasks in this component requiring greatest help are bilingual/bicultural curriculum issues and teacher-parent relationships.

Preservice and inservice training, March to June 1975. Details of training workshops held or planned appear in the discussion of the component area with which the training seems most logically associated. Dates, topics, and component areas are summarized as follows:

Education	February 6 February 28	*Orientation to PDC* *Cultural dialects*
Nutrition	April 15	*Diet, Food Preparation, Economy*
Developmental Support Services	April 14, 28,30 June 4, 5	*HS Recruitment, Family Service* *Health Care*
Parent Involvement	February 12	*Parent's Rights, Self-image*

Developmental support services, through February 1975. The coordinator of developmental support services was hired on January 13, 1975. She immediately began to hold weekly meetings of the support services task force to plan systems for record-keeping and family contact. Family workers have been assigned to verify the accuracy of existing records so that a needs assessment for medical, dental, mental health, and social services can take place with the full knowledge of parents. The coordinator has written to various local agencies which may be able either to help in this assessment or provide services. She hopes to schedule visits to the program from nutrition experts and a pediatrician for workshops on lectures and to organize parent visits to nutrition clinics, the mental health center, etc. Medical service has been identified as a most pressing need, and the coordinator would like to arrange an ongoing association with one of the local hospitals for regular screenings and treatment.

She has met with representatives of the city's departments of social services and health to identify community resources; those listed so far include the department of housing, Catholic charities, the Puerto Rican Family Institute, the Problem Family Clinic, a nutrition clinic, Massive Economic Neighborhood Development (MEND), and hospitals. Meetings will be scheduled with these agencies and institutions to discuss services to be rendered. Once this basis for direct service and referrals has been established, workshops will be held with parents and teaching staff to inform them of the assessment-service system. No specific gaps in available services have yet surfaced; this will depend on the success of liaison with the aforementioned agencies.

Current Head Start records are being updated and reorganized to prepare a complete information packet for each child who will move from Head Start to the elementary school next fall. The school's guidance counselor and nurse have been contacted to receive these records when transferred. Collecting this information has become the most arduous task within this component; the component coordinator feels that identification of and contact with community resources are well underway and will be successfully completed according to schedule.

Developmental support services, March to June 1975. Activities within this component area have focused on two tasks: finding and updating medical records of current Head Start children, and securing service commitments from local community agencies. The first of these tasks grew in complexity when it was determined that many of the Head Start records were either missing or incomplete; what was hoped would be a relatively simple matter of collating and synchronizing available information turned into both a time-consuming search and a sensitive issue within the Head Start program (since no one was immediately willing to shoulder responsibility for the state of the records). PDC staff met with the social services staff of Head Start to catalyze the development of more complete and systematic recruitment and record-keeping procedures; work is still underway on gathering available records and arranging health examinations for children whose records seem irretrievable.

Services from four community agencies have been specified in various degrees of detail. A nearby nutrition program will provide in-home nutrition education services, where outreach workers instruct parents on food selection, nutritional needs of different family members, menu planning, food preparation, and preservation. The New York City board of education's Center for Multiple-Handicapped Children agreed to accept referrals for treatment in the center or placement in other educational or rehabilitative facilities. The ____ Community Center's Family and Children's Counseling Center began to work with PDC staff to revise its eligibility criteria, enabling PDC children to receive treatment in the mental health clinic. After some initial confusion regarding who would be paying whom, a hospital established a "providers of services team" to complete health examinations for Head Start children this year and set up a schedule for ongoing health care next year. A workshop was held on June 23 for Head Start staff to meet with members of the service team.

Parent involvement, through February 1975. As previously mentioned, the current lack of a full-time parent coordinator is hindering progress in this component. Distant target dates for completion of each of the tasks in this area will enable their completion on schedule, but only if coordination is forthcoming. Three of the tasks have not yet been addressed.

There is ample evidence that parents have been included in the several committees and task forces planning for PDC. Parents are well represented on the PDC council, and one of its members is the chairperson of the elementary school's parent association. It remains unclear, however, exactly what contributions to decision-making parents have made, and whether the parents who belong to these groups are assuming active roles. Moreover, both Head Start and elementary school parents have met separately with the PDC coordinator to learn about PDC, but there has been little joint work between the parent groups. Parent-teacher meetings regarding PDC have been held for Head Start and kindergarten, but not for grades 1 through 3. No other formal activities have taken place toward the goal of defining meaningful classroom roles for parents; Head Start teaching staff feel that this occurs already in their classes, and the chairperson of the parent association was unaware of any planning toward this end. She looks forward to elementary school parents being as welcome to volunteer for classroom work as Head Start parents are, and feels that the most appropriate training parents could have for this is the opportunity to get into the classroom and try it. A needs assessment questionnaire for parents is being drawn up, according to the PDC coordinator, which will be used as a basis for future training and planning special adult programs and activities (e.g., adult education, arts and crafts). On February 12, a parent workshop was conducted by a consultant from a Harlem-based company that has worked extensively with parents on decision- and policy-making. Three similar sessions are planned, emphasizing various approaches to working with school personnel.

Parent involvement, March to June 1975. Individual parents have continued to contribute to PDC planning as members of task forces, but two circumstances have combined to hinder unified parent involvement and detailed roles for parents in PDC: (a) the departure from Head Start in April of the chairperson of the parent involvement task force, and (b) lack, until March, of a permanent parent coordinator on the PDC staff. The coordinator, like almost everyone else, spent the month of March working exclusively on the proposal; when the chairperson left in April the task force lost whatever momentum had begun to develop. The task force did succeed in drawing up, distributing and compiling results of a needs questionnaire for Head Start parents. This surveyed parents on their willingness to attend meetings, babysitting needs, desire for conferences and interest in social activities, and will be used next year in Head Start to extend services to parents.

Head Start parents have participated more actively than public school parents, particularly on the PDC council, but it was a group of elementary school parents that initiated the contact that lead to the February workshop. Two subsequent meetings were held between the consultant and smaller groups of parents, dealing with parent-school relations and planning for summer workshops.

Services for handicapped children, through February 1975. Planning for services to handicapped children is being handled primarily by the developmental support services coordinator. She has met with the task force responsible for this component, and its members have begun to draw up a survey for determining the number of handicapped children to be served. A graduate student from Bank Street College of Education will assist in this effort. A local hospital has agreed to provide training for teachers who will have handicapped children in their classes. Since the public school has had more experience in this area, its guidance counselor, social worker, and principal are considered avenues to important resources. Mailings have been sent out to community agencies who may provide service; when resources are fully compiled, a filing system for all available resources will be organized. Completion of the needs assessment will also identify funds to fill service gaps (perhaps through Title VII), as well as provide recommendations for physical changes and materials to be purchased.

The support services coordinator foresees the present handicapped task force for the planning year evolving into an ongoing body which would coordinate services in the implementation years. She feels that she needs the greatest help in lining up additional funding and determining which types of handicapped children can be successfully mainstreamed. Overall, work is underway on virtually all of the tasks in this component, but much remains to be accomplished before a complete service system solidifies.

Services for handicapped children, March to June 1975. Activities in this component area, as in developmental support services, have taken two main forms: needs assessment and resource identification. Public school teachers have continued to assume much of the initiative and responsibility for planning in this component; the school's guidance counselor also has been involved throughout. Completion of the needs assessment has been hampered by the same circumstances affecting the support services record-keeping efforts, but the survey of Head Start children was completed in April, and work has continued on parallel fronts; Head Start and public school teachers were surveyed by members of the handicapped task force to document skills and license status for specialties in teaching handicapped children. Results of this survey indicated relatively strong capabilities in the areas of emotional disturbance and learning disabilities, and relatively weak capabilities in the areas of visual impairment, total blindness, and deafness.

During March a letter was composed by the task force, soliciting assistance in a variety of forms (social work, bus driving, training therapy) for mainstreaming handicapped children into the educational program. The letter was sent to a long list of community resource agencies, hospitals, clinics, and companies. The commitment for service from the board of education's Center for Multiple-Handicapped Children, mentioned above in the discussion of support services, was a result of this letter.

Members of the task force expressed occasional skepticism regarding the feasibility of their plans; for example, it was acknowledged that class sizes, unless more paraprofessionals were added, would restrict severely the public school teachers' opportunities to give required attention and support to handicapped children. The district's policies against the use of classroom paraprofessionals and in favor of uniform curricula across the district were recognized as further obstacles. It was felt that the proposal allocated too few funds to implement a genuinely effective program for handicapped children. Nevertheless, there was broad support for the goals of PDC among task force members, and, compared to other aspects of planning year activities, strong input and cooperation from the elementary school.

Services for bilingual/bicultural children, through February 1975. Although the assessment of children's needs has not yet been addressed, the PDC coordinator intends, before May 1975, to devise and distribute an instrument for needs assessment, to chart a timeline for meeting these needs in PDC, and to compile necessary information and resources toward this end. It is anticipated that language dominance and learning disabilities will be identified as principal problem areas. Meetings have been held with the superintendent of the school district and with the deputy director of ____ Community Centers to discuss the availability of bilingual teaching staff. Waivers from the teacher's union and the school district will be necessary, and the district has agreed to cooperate in the recruitment of qualified applicants.

Development of a coordinated bilingual/bicultural curriculum had not passed the discussion stage as of February 21, 1975. The PDC coordinator's current understanding of how the program will operate is as follows: Head Start classes will emphasize the native language in the morning and the second language in the afternoon. This will occur within non-structured small group and individual activities, similar to present procedure. Classes will be culturally mixed, with monolingual and bilingual teaching staff alternating between different rooms and groups. The elementary school will adopt a more structured approach in which "core subjects" are taught in the second language and "non-core subjects" in the native language. Teachers will have the opportunity to meet as a group at mid-day to plan and evaluate.

Planning for a new curriculum is outlined more specifically. A representative from the Puerto Rican Association of Community Agencies (PRACA) conducted a materials workshop for Head Start teachers and additional resource personnel of this nature will be utilized throughout PDC. This training will be extended to elementary school teachers once a mechanism has been worked out to secure their release time or compensate them for after-school or weekend sessions.

Services for bilingual/bicultural children, March to June, 1975. Responsiblity for activities in this area have remained principally with the curriculum subcommittee of the education task force, composed mostly of Head Start teachers. The results of their efforts are reflected in the proposed Head Start curriculum for the implementation year, which features sharing of classes between bilingual and monolingual teachers. Although the subcommittee also explored alternatives for elementary school bilingual curricula, the plans presented in the proposal were for the most part generated by the principal. A review of current staff resources yielded agreement to hire an additional bilingual Head Start teacher for next year. The timelines and strategies outlined in the proposal for implementing objectives of the education component include a schedule for training teachers and parents during the summer by means of workshops, and identification of potential resources (PRACA, Project Best) for helping to connect the Head Start and public school programs.

Future Impact of the Planning Year

Despite the fact that PDC funding was not renewed, some carry-over impact of the PDC planning year can be expected. Head Start social services staff and teaching staff have participated in June workshops originally planned for PDC staff or teachers, but since redesigned to prepare for transferring some PDC services to Head Start. Once record-keeping has been re-organized and medical screenings completed, Head Start children will receive ongoing services from the hospital "providers of services" team. The ____Community Center's mental health clinic, the Family and Children's Counseling Center, will presumably follow through on its plans to accept Head Start and elementary school children for consultation and treatment. Although there will be limited budget opportunities for Head Start to pay for any extended social services, voluntary commitments can still be utilized.

Parent interest and involvement in the community educational setting can only have increased as a result of PDC. Head Start and elementary school parents have continued to meet with the local consultant and some informal contact (but no further workshops) will carry over into next year. What impact, if any, this will have on educational practice is impossible to predict; however, many parents are clearly both more informed and more ambitious concerning what they would like to see the schools provide for their children, particularly in the matter of bilingualism. The newly elected community school board may be more willing to confront these issues than its predecessor.

Head Start will have a new bilingual teacher next year, and some of the curriculum structure drawn up for PDC will probably be adopted. Particularly at Center B, where there will be more bilingual staff, Head Start's educational plan will change in the direction described in the implementation proposal. At the elementary school everything is contingent on how the bilingual minischool fits in; if it does not in fact operate as a wholly separate school, the current bilingual program may be significantly enriched with the availability of minischool staff and funds. Otherwise, primary grade curricula will remain pretty much as they are. Except for the fact that public school staff are now more familiar with the education program of Head Start, there is little reason to believe that such changes as do occur will provide more continuous educational experiences for children at this site.

D. Opinions and Attitudes of Program Personnel

Long, partially structured interviews were conducted with 11 individuals who were asked to give a personal evaluation of the success of program planning this year and an explanation of the problems that eventually led to the termination of the program. Short, paraphrased summaries of the responses of the PDC coordinator, the elementary school principal and the former Head Start education director are reproduced below to provide a direct expression of their concerns and interests. The concluding section summarizes the responses of all 11 persons.

The PDC Coordinator

The PDC coordinator identified developmental support services, parent involvement, and services for handicapped children as component areas planned for most successfully this year. *Assessment of present levels of community services, undertaken in the process of planning to extend such services during the implementation years, became a catalyst for staff of Head Start and the elementary school to ask, Where are we? What have we been able to do? How could we do better? Assumptions that Head Start and the school were doing all they could were challenged, not with an attitude of blame, but with a mind to re-evaluate the potential for change. Problems which in the past seemed overwhelming began to appear confrontable, provided that the people directly involved remained forward-looking. During months of delay in getting a permanent parent coordinator hired, parents themselves began to take the initiative during meetings of the parent involvement task force, articulating their wants and realizing that PDC could be a genuine mechanism for change. After considerable struggle to arrange for substantive input from public school teachers, planning for handicapped services became an area in which their expertise exceeded that of Head Start staff and their willingness to contribute surfaced. These positive changes had only begun to develop late during the planning year, because it took so long for people to comprehend the directions PDC was meant to take, yet things started to come together at last.*

The PDC coordinator attributed these successes principally to individuals within PDC, Head Start and the school. She mentioned in particular the invaluable contributions of the developmental support services coordinator who was not hired until January and accomplished a great deal in a short period of time; the Head Start education director, who willingly assumed responsibilities for tasks where there were problems of a leadership vacuum; the Head Start family assistant, who did much to coordinate parent involvement without the benefit of a parent involvement coordinator; and the several elementary school teachers, who demonstrated their interest in learning and helping. When asked to name a component area least successfully planned for, the coordinator immediately offered "administration," but qualified her response as follows: *the administration component was disastrous when looked at from the point of view of the planning tasks, but successful from the point of view of setting up a system in which PDC staff could work as effectively as possible. This component is, in a sense, the most central of all to successful future implementation of PDC, in that without agreement from and support of the community school board, school, Head Start, and district staff, the program could never operate as was envisioned and hoped. Plans made by the PDC council or component task forces, no matter how thorough and well-grounded, would be useless as long as they could be ignored by the school district.*

The PDC coordinator listed two chief reasons for failures within this component:

a) *Lack of planning for planning. The people who were originally involved in making a commitment to PDC were not the same people who, once the program was funded, had to see it through. School and district staff apparently knew few details of PDC when they agreed to undertake it, and later on, the more they learned, the less they liked it.*

b) *Given the obvious and forseeable problems PDC was going to have in effecting change, it should have had a firmer base of support to enable it to be something other than a ball suspended in air.* The PDC coordinator compared PDC's lot with that of...*a spider trying to build a web, a structure that ultimately requires strong anchors on all sides. To begin, the spider needs one stable starting point, a safe and dependable spot to hang from with confidence before moving on to more precarious spots. I do not feel that the grantee assumed this important stabilizing role, because it felt compromised in having to defend its current Head Start program against what it saw as criticism and dissatisfaction.*

The PDC council, in the coordinator's words, acted as...*a coordinating body that in the end became an advisory body, because it couldn't be anything else.* In saying this she referred to the aforementioned problem of cooperation from the community school board and local school district, whose autonomy prevented the PDC council from being policy-making and whose obstinacy prevented it from being coordinative. *The component task forces (or to be more precise, individuals on these task forces) initiated plans and ideas, and did substantial work in researching issues, making contact and preparing reports for presentation to the PDC council.*

Had PDC in New York continued into the implementation years, the coordinator foresaw that her own role would have moved away from initiating and coordinating the decision-making process and toward being a teacher training resource for BL/BC education. She would have been less central to the making of plans and would have "taken more orders" from the PDC council. Her own background, interests, and skills are in the area of BL/BC teacher training, and she wished the program had developed to the point where these skills could have been put to their best use.

The coordinator's opinion of the nature and degree of support PDC received during the planning year from various sources is as follows:

- National OCD office. *On the whole, support was inadequate. They came when they were supposed to, held conferences, tried to clarify guidelines, etc., but from a formal standpoint only. At one crucial meeting in March national OCD officials had a chance to mandate greater cooperation from the elementary school and local school district but were 'too soft.'*

- Regional OCD office. *Adequate support. The regional representative was not only helpful, given the circumstances, but also willing to "take risks" to try to make PDC work.*

- Grantee. *The deputy director was supportive and made changes at the agency level within the scope of his authority.*

- Public school system. *There was virtually no meaningful commitment from the superintendent of the school district, nor from the community school board. Individuals at the school itself did support PDC, but their contributions were hindered by the attitudes and actions of their principal.*

- **Local community organizations**. *An ample number agreed to provide some form of service for PDC children. Support from the community was good.*

- **PDC consultants**. *Not many were utilized, but those who were helped the planning process.*

- **Technical assistance**. *The consultant from the technical assistance contractor provided excellent support in planning and making arrangements for training, orienting staff and setting up the PDC council. She was objective in her dealings with the various interest groups involved and effective within the scope of her assigned role.*

Elementary School Principal

The principal's attitudes toward PDC were concise, consistent and firm. He stated that the program was misconceived, poorly presented, and would have had only *minimal impact, if any*, on the community had it continued. He felt that *it was absurd to build up people's hopes and then not provide the money to carry them through*. His original understanding of PDC was that more money would become available to *increase direct services to children, which is the public school's top priority*, but he gradually discovered as the planning year progressed that the PDC budget would be spent primarily on salaries for PDC staff, consultants, workshops and travel. It was his hope that the budget for the implementation years would strengthen the school's ability to hire classroom staff, purchase materials, and provide special education services, but he was extremely disappointed to find that *only two paraprofessionals* would be added to his staff.

The principal stated quite strongly his opinion that PDC wrongly attempted to *give teachers sensitivity and that kind of stuff*. His teachers *didn't need further sensitivity, reorientation, or better relations with parents; they needed to be able to do their jobs. Training workshops were useless, because they contained nothing new and merely stated the obvious. We know that already. What are we going to do about it? This is only meeting and talking. It doesn't lead anywhere.*

A damning fallacy of the PDC concept, according to the principal, was the assumption that...*Head Start is good and the public schools are bad. The people who conceived PDC had a negative feeling toward the public schools from the start, and could not acknowledge the efforts and successes that the* *school had achieved over the years. We already provide health screenings, examinations, services to handicapped children, bilingual education, and so on, and they come in and say we're not doing a good job.* He agreed that the school could do a better job, but the way to accomplish that was not to spend money on...*research, workshops, consultants and evaluation. If the government wants an articulated program, do it; don't play around with research and experiments. Give the money to the schools and let them do it.*

The principal was not willing to assess progress during the planning year with respect to individual component areas, feeling that the entire experience had been a waste of time and that no good would have come out of it anyway.

Former Head Start Education Director

The former Head Start education director began by stating her opinion that the implementation year proposal submitted to OCD in April would, if funded, have made for a good program, *even if only half of it were actually done.* She recognized that there would have been severe problems both in meeting all the guidelines and in translating paper plans into action, but believed that progress in all component areas was sufficient to ensure PDC's positive impact and benefit to the community. She did not feel able or motivated to single out individual component areas as relative successes or failures, as she stated that the entire proposal represented *an excellent starting point* given what was possible to accomplish in the time available.

The respondent attributed her optimistic attitude to two principal program factors:

a) *the dedication and hard work of PDC staff,*

b) *the fact that the PDC Guidelines forced a review of existing practices, in particular within the Head Start program. Working on the planning tasks and preparing next year's proposal brought to light problems that had to be addressed, and will result in the center becoming more involved in its own programs.*

She saw three main obstacles to successful planning this year:

a) *lack of cooperation from the school and district administrative staff,*

b) *the grantee waiting far too long to get PDC staff hired, and*

c) *lack of firm support for PDC within the grantee itself.*

Of these, she felt...*the first was predictable and should have been no surprise, but the other two were controllable and regrettable. Given that the PDC coordinator was not hired until mid-October, and the support services coordinator until January, I find it amazing that PDC got into shape by April to the degree manifested in the proposal.*

Some misunderstandings must have existed in the ____ Community Center regarding working relationships between PDC and Head Start, the former director said. *The current Head Start director came to her position after PDC had been first discussed, planned and proposed; many people within the agency continued to see PDC as someone else's program, and wanted nothing to do with it, due to previous bad feeling. In consequence, an effort was made by the center to run PDC and Head Start as separately controlled programs, and to have them appear independent of one another. While this may have been administratively and politically wise, a by-product was that the present director felt excluded from PDC. For example, she requested to attend the Maryland workshop as a representative of the site, but was not chosen.* The respondent was not certain whether this was the result of a *lack of faith* in the Head Start director, fear that she was too new to her Head Start position to handle additional responsibility, or an honest effort to run both programs as efficiently as possible. In any case the outcome only added to the director's sense of exclusion from PDC.

Thus, PDC *had to impose on both Head Start and the public school,* according to the former education director...*instead of having Head Start in the bag to begin with. A spirit of competition, rather than cooperation, developed, and a lot of people got scared when they saw the proposal, feeling that it was unduly critical of current Head Start practice. People* *didn't want to confront problems that surfaced, and figured that \$65,000 wasn't enough to go out on a limb for.* The respondent believes that if these problems could have been dealt with during a less pressured time than March, when the proposal was being written, it would not have appeared to the parties involved that PDC was pointing an accusing finger at Head Start.

Summary

In addition to the three interviews narrated above, similar discussions were held with the deputy superintendent of the school district, the other three PDC staff members, the representative of the NYC Bureau of Early Childhood Education, two Head Start teachers and one kindergarten teacher. The following summary attempts to synthesize the opinions of all persons interviewed and to present the different perspectives on events during the PDC planning year.

Of those respondents who identified specific component areas as successfully planned for, three named education, four parent involvement, three support services, and two handicapped services. The corresponding replies for areas least successfully planned were three for education, two for parent involvement, and one for administration. Several people placed education and parent involvement in both these categories, but distinguished among aspects of planning that were and were not successful. In education, for example, it was felt that planning for Head Start was successful but planning for the elementary school was not. Virtually all respondents attributed whatever successes they perceived to the work of PDC staff and component task force members and chairpersons.

Three respondents, each of whom in some way represented the public school perspective, agreed that money was a key issue, and that the school was being asked to provide extensive additional services without receiving enough funds to finance such services. Two of these respondents stated that PDC staff did not understand how the requested scope of involvement was impossible given "the way public schools work." Several other respondents questioned the feasibility of the goals of PDC in more general terms.

The principal and the NYC Bureau of Early Childhood Education representative both criticized the way PDC was conceived and presented, feeling that it did not give the school any credit and that it was pictured as a "new idea." In fact, they believed nothing in PDC was genuinely new, and the guidelines were written from a point of view that focused on telling the schools what to do.

The principal was mentioned frequently as a roadblock to successful planning; he was described as "uncooperative," "tyrannical" and a "railroader" of his own ideas. Two respondents expressed amazement that the public school was ever chosen as the linking elementary school, and stated that a change of school would have been the only effective way to make PDC operate well. The principal, in turn, was the only respondent who foresaw no beneficial impact of PDC had the program been implemented; others felt that PDC had indeed been good for the community if only by virtue of highlighting problems that had to be confronted.

E. Program Interpretation

Project Organization

Because PDC has been viewed by school district staff as an attempt to impose the ways of Head Start onto the public schools, and by Head Start staff as an autonomous and sometimes critical wing of their agency, its ability to effect constructive change has suffered from the lack of support described by the PDC coordinator's "spider" metaphor. Any program which presents such an obvious threat to each of the institutions whose services it is intended to coordinate had better have consistently reliable support from somewhere, and neither ____ Community Center nor the OCD national office has adequately filled this role during the planning year.

When the PDC coordinator applied for a position and was interviewed in September 1974, she was under the impression that the job in question was that of a bilingual coordinator in the Head Start program. Before she was officially hired, she was asked to attend the first national PDC conference in Maryland, on the grounds that it was a virtual certainty that she would be hired. Only upon arriving at the conference did the prospective coordinator first hear of this novel project called PDC, and only then did she begin to understand why the position for which she had been interviewed carried a higher salary than that of the Head Start director, under whom she had assumed she would be working. The situation became further confused when the ____ Community Center's Head Start director identified herself to other conference participants as both a representative of the grantee and the director of "PDC Head Start." Upon learning that the job for which she was being considered was that of an administrator, the coordinator requested copies of the project proposal and budget but did not receive these until mid-October, when she joined (or rather became) the PDC staff.

These events were but a prelude to further chaos in the Head Start-PDC-____Community Center marriage--all involving misunderstandings of organizational relationships and role responsibilities. That the planning year should have begun this way foretold difficulty enough, and while communication could only improve from this dismal start, the Head Start director never did seem to understand why she wasn't "running" PDC. Efforts by a ____ Community Center administrator to decipher the center's organizational chart in an attempt to clarify for the director the parallel positions of PDC and Head Start as agency programs were of no avail. The Head Start director later volunteered to be chairperson of the developmental support services task force, but its first three meetings accomplished so little that other members "suggested" the addition of the Head Start's family assistant as co-chairperson. Recommendations from PDC that Head Start upgrade its recruitment policies (to enable a more accurate pre-assessment of children's needs) and systematize its health care records (to put an end to previous irregularities) were seen by the director not as legitimate steps toward coordinating Head Start-public school services to children, but as an affront to current practice and a threat to future funding.

PDC, of course, got the worst of both worlds as far as the confusion concerning the roles of the old and new Head Start directors: the former was literally absent but effectively present; the latter literally present but effectively absent. One of the PDC coordinator's first tasks was recruitment of membership for the PDC council; everyone (teachers, parents, district staff, community representatives) whom she approached first asked if the previous director had anything to do with the program--the clear implication being that if the answer was "yes," the questioner would rather not get involved. Precisely how the previous director managed to alienate such a large cross-section of the community is unknown, but even her marginal association with a program appeared to be enough to cause people to doubt its worth. In addition to a change in directors, both the Head Start education director and the most experienced and qualified teacher also left Head Start, for reasons that are not directly attributable to PDC. The agency did not succeed in making plain to the parties involved that they were meant to cooperate, not compete, and as a result the PDC spider had no corner in which to anchor its web.

The OCD national office, in the PDC coordinator's opinion, should have assumed a more forceful role in mandating commitment from the public school system. A meeting was held on March 18, 1975, at the district office, attended by an OCD official, the president of the community school board, the principal, the PDCC chairperson, PDC staff and others. This meeting was called as a result of apparent misunderstandings on the part of the school district as to what was expected of it in the coming year. Issues intended to be clarified included PDC's need for open enrollment at the elementary school for the Head Start children, the availability of space given that the school's bilingual minischool now seemed permanent, the need for parent and teacher input into PDC planning, and the relationship of the PDC council to the constituencies of its members. Although the purpose of the meeting was to clear up specific misunderstandings relating to the proposal then in progress, discussion kept reverting to questions such as: "What is the philosophy of PDC?" "How and why do teachers need to be involved?" The PDC coordinator felt that the OCD representative was not forceful enough in answering these questions.

It can be convincingly argued that by this time (two weeks before the implementation proposal was due) there was nothing anyone could have done to salvage PDC in New York. If the district was still claiming, nine months into the planning year, that it didn't understand the philosophy of PDC and the commitments required to make it work, what could conceivably have occurred to remedy the situation? Even if this meeting had produced verbal agreement, what indications are there that such agreement would have been translated into cooperative action? Agreement had been reached before (on release time for elementary school teachers to attend training workshops, on deadlines for the submission of written plans for the kindergarten curriculum) only to have the school principal later insist, "I speak for my teachers." At a March 25th meeting, a school official rightly pointed out that the proposal had to be approved by the community school board, and promised to inform the PDC coordinator by March 27th of the board's decision so that the proposal could be signed by the superintendent. Yet the scheduled board meeting was cancelled, most of the district staff left town (March 27-April 7 being the spring school vacation), and the PDC coordinator had to submit the proposal without the superintendent's signature. This seems to provide ample evidence that the problems lay deeper than failure to understand the PDC guidelines, as it is doubtful that the school principal and the district administrative staff were acting in good faith by voicing support for the program in the first place. This in itself surely constitutes reasonable grounds for concluding that PDC in New York was not destined to succeed, regardless how aggressive and supportive national OCD might have been.

Planning Organization

During the six-month period beginning with the hiring of the PDC coordinator (October 1974) and culminating in submission of the implementation year proposal (April 1975), the PDC council and the various component task forces assumed major responsibility for undertaking the PDC planning tasks. Progress toward accomplishing these tasks seems to have been significantly affected by three factors, each of which in turn will be discussed in this section: the available time frame, committee structure and personnel, and "external" events.

Time frame. Between October 29th and Christmas, the PDC council met three times. At these meetings considerable time was spent discussing the PDCC's role and responsibilities, job openings for PDC staff, and the need for component task forces to address the planning tasks. It was not until the December 10th meeting that four such task forces were established and their chairpersons selected, and it was not until January that they began to meet regularly. At this point PDC was still functioning without either a parent involvement coordinator or a developmental support services coordinator, both of whom, had they existed, might have been able to facilitate a more rapid and organized start-up of their respective task forces.

January, then, marked the beginning of specific planning for PDC. Early March was set as a deadline for all task forces to submit written recommendations for the proposal, which would be reviewed and approved by the PDC council and community school board. Each task force was thus faced with genuine time constraints almost before it began, and, due to the disparity of viewpoints represented in several of these groups, it was impossible for them to undertake their work without first devoting substantial time to a fundamental issue: "What are we supposed to be doing?" Members of the task forces were people who brought to their committees different understandings of what PDC was intended to accomplish; those who had not previously attended PDC council meetings had at best a vague notion of what they were being asked to participate in. This state of affairs contributed to a syndrome of indecision and delay that ultimately led to a crisis environment in March, when pressure for finalized plans for the proposal came to the forefront.

Committee structure and personnel. In the education task force, there was over-representation of Head Start teachers and under-representation of elementary school teachers (except to the extent that they were represented by the school principal, the chairperson). Of four meetings on January 30th, and

February 10th, 13th and 20th, one was attended by the public school kindergarten teacher. No other public school teacher was present during this period of planning for the curriculum, and as a result the opinions of Head Start teachers dominated what appeared to be agreement as to the approach and process of the bilingual curriculum. It was agreed, for example, at the February 10th meeting, after a discussion of four alternative bilingual models, that both the behaviorist and immersion models should be rejected as incompatible with the goal of a child-centered, individualized educational program. The task force went on record recommending "the child-centered eclectic approach with team teaching." Yet at the March 10th meeting, the principal described his tentative schedule for PDC kindergarten classes the following year as an immersion approach, in which all children, regardless of their current language skills, would spend 1/2 day in total Spanish and 1/2 day in total English. Unsurprisingly, Head Start and PDC staff saw this plan as neither child-centered nor eclectic, in as much as the principal acknowledged that it was based on the current kindergarten program. (The principal had already stated several times his objections to having to "re-invent the wheel" in developing the curriculum.) Debate ensued regarding how the proposed kindergarten curriculum could be claimed to have been built upon the Head Start curriculum, in what sense this constituted an attempt at reducing educational discontinuities, and whether elementary school teachers had had an opportunity to comment and contribute.

As chairperson of this task force, the principal was in a position to regulate its scope and progress. The point was repeatedly made by the PDC coordinator, the technical assistance consultant, and others that PDC was to be implemented simultaneously in grades K-3, not stepped up yearly. The principal insisted that this was impossible at his school, since grades 2 and 3 would be part of a separate bilingual program assigned by the district, and that since it would be responsible to guidelines other than those of PDC, there was a built-in irreconcilable conflict. The coordinator and OCD regional representative requested a copy of the program guidelines from school officials in an attempt to work through whatever conflicts might exist, but received no response from the district. Again there is evidence that neither district officials nor the principal was committed enough to PDC to care whether compromises could be brought about.

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The developmental support services task force began its work in January with the Head Start director as its chairperson, and here, too, both the role and the personality ran counter to efficient functioning of the committee. The first two meetings accomplished little in the way of planning for PDC, focusing more on internal disputes within the Head Start program. The scheduled third meeting never convened, different people having been told the meeting was being held at different places, and it was at this point that the recommendation was made to add a co-chairperson. Work then began to proceed, coordinated by the newly arrived component coordinator, but the committee's main task, assessment of children's medical, dental, health, and nutrition needs, was delayed by the unavailability of Head Start health records until March.

External events. By far the most significant of the unforeseen circumstances which affected planning year activities was the arrival at the elementary school of the bilingual minischool, the district's Title VII bilingual demonstration project. The school had been housed for the past three years at a Boy's Club near Head Start Center B, and during most of that time the district and the Boy's Club debated whose responsibility it was to conform to safety codes and make necessary improvements. At length the district chose to seek other facilities, and the proposed PDC school was a prime candidate because it had available space and current bilingual programs.

The problems to PDC caused by the minischool's move to the elementary school centered around the vagueness of its administrative relationship to the school proper and contradictions between the principal and district staff regarding to what extent the minischool could blend with PDC. The minischool has a director but no principal per se; the building principal therefore retained ultimate responsibility for everything going on in the physical facilities of his school. District staff from the beginning consistently maintained that the minischool was a separate school separately administered; the principal just as consistently maintained that having the minischool would dispel the need for more bilingual staff for PDC, the need for special teacher training, problems of scheduling, etc. The PDC coordinator turned to both the principal and the minischool director for clarification of these conflicting stances, and pointed out that if minischool teachers would be assigned by the principal to work in PDC classes, those teachers should be a vital part of planning year activities. The principal's response to this was that everything would be fine and that there was nothing to worry about. The minischool director was invited to the first PDC council meeting in October but sent a representative, who picked up a copy of the PDC Guidelines and never returned. The minischool director herself, appeared at the March 4th meeting of the PDC council to inquire about the philosophy and goals of PDC.

The minischool became such a focal point of concern that on March 25th, a school district official mentioned to the PDC coordinator that he had heard a "rumor" that she had urged the PA's president to write a letter to the community school board asking that the minischool be removed from their school. The coordinator understood this as an accusation of sabotage from the district official, and denied that she would attempt to manipulate the PA president in such a way. The PA president was caught in the middle, feeling she had alienated both parties, and the PDC coordinator was left with the official's promise that he would take the new PDC proposal before the community school board the next day for approval. The meeting was not held, approval never came, and the official never signed the proposal. It seems clear that to whatever extent the district viewed PDC and the minischool as exclusive alternatives, it chose to go with the minischool (whose budget dwarfed that of PDC, and, better still, was under district control), rather than put up with the headaches PDC was precipitating. The elementary school will have its bilingual minischool next year, and PDC was apparently judged unnecessary and unworthy of support.

A second external event which played an influential part in developments this spring was the April elections for the community school board. The entire membership of the board was up for re-election, including the incumbent PDC council chairperson. She and two other board members had belonged to a minority faction on the board; they not only openly supported PDC, unlike the majority, but also campaigned on a larger platform aimed at breaking up what they considered to be a corrupt and nepotistic system of community politics. During March and April, when, as far as PDC was concerned, the PDC council chairperson would ideally have been helping to write the proposal and cementing relations between PDC and the community school board, she was spending most of her time in court successfully defending herself against charges of petition fraud brought by her opponents. Although she and three other minority candidates were elected in April, the proposal had already been submitted by that time without the district's approval, and the moment had passed for PDC.

The mere existence of these elections, aside from the particular disputes generated, served to undermine stability in PDC planning. The principal claimed that regardless of what plans the PDC council made and whether or not the community school board approved them, the process would have to begin anew following the elections, since the new board would not be bound by the decisions of its predecessor, and would have to reconsider the PDC commitment. This infuriated many people who had yet to perceive any commitment from the present board, and who interpreted the principal's statements as a further attempt to confuse the situation.

Summary

Several issues can be readily identified as crucial factors in PDC's inability to form effective preschool-school linkages during the planning year:

- Lack of clarity in role definitions and task definitions. Although the reasons vary according to the individuals and circumstances, all those involved in PDC from the school district to PDC staff, have seen themselves or been seen by others in shifting positions with respect to their roles and responsibilities. Even tasks for which duties have been clearly delegated have not been well communicated: when PDC staff began meeting with Head Start social services staff, after notice of de-funding, to plan ways for Head Start to assume some PDC services next year, it surfaced that Head Start staff knew virtually nothing about the component coordinator's efforts to obtain health care services from a city hospital. They were confused about the health surveys, about the planned nutrition workshops, and about PDC in general. This is a typical instance of a breakdown of communications directly attributable to the failure of those responsible to bring together relevant parties in planning for PDC.

- Turnover in planning personnel. This issue has been documented at length previously. Clearly, several key people inherited, rather than chose, PDC, and felt no urgent reason to support it when support was needed.

- *Lack of institutional support*. To describe PDC as a webless spider, as the PDC coordinator did, is apt. The grantee, for example, accepted responsibility for procurement of control schools, but when PDC staff visited another school to arrange for this, they discovered that only six to ten children from the cooperative Head Start fed into the school. A control school never was obtained; this fact alone indicates that the grantee did not provide sufficient support. Head Start and the elementary school each had vested interests to protect in their dealings with PDC; Head Start took umbrage at PDC's assessment of its support services just as the public school did at PDC's opinion of its educational program. Since each institution felt, in a sense, insulted by the proposal, neither can be said to have wholeheartedly endorsed it. The national OCD office appears to have taken a "hands-off" stance toward what must have been obvious problems from the beginning. Whether another tactic would have been more productive is doubtful.

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The New York City PDC program, designed as a structure for educational reform and community involvement, became instead a political issue. Even in the case of what might have turned out to be a vast resource for PDC, the bilingual minischool, struggles immediately arose as to who would have to conform to whose plans, whether teachers would be allowed to help, and at whose discretion. The PDC program was perceived not as a system of people working together, but as a source of controversy and a threat to authority. Even so, most of the people actively associated with PDC during the planning year are confident that the community will be the better for it, because it has helped to focus attention on the need for change.

PROJECT DEVELOPMENTAL CONTINUITY
PROGRAM CASE STUDY

Texas

July 1975

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A. Introduction

Enthusiastic PDC staff feel that Project Developmental Continuity can do for their Texas site what the school district has been unable to do for five years: namely, implement a sequential, bilingual, individualized instructional program. Their optimism is apparent and verbalized. The linking of home and school via parent involvement, adequate assessment of each child's needs, and bilingual and individualized instruction are some of the areas of high interest to PDC staff and parents. Before reviewing the existing educational setting and describing the site's progress in planning for Developmental Continuity, it is important to understand the context in which these activities are occurring. This introduction describes the community where the program is located and the events that led to the establishment of a PDC demonstration site.

The Community

The Texas site, a town of 26,000 people, is located in the southwest part of the state on the U.S.-Mexico border, about 150 miles west of San Antonio. Two-thirds of its population is Mexican-American, about one-third is Anglo and a small (2%) proportion is Black. An air force base, state and federal civil service programs and clothing plants are the major employers in this area. Although the town itself has no college or university, several are within a 200-mile radius.

The site's consolidated independent school district was formed by court order in August 1971 to insure equality of education for Mexican-American and Anglo children. Before this time there were two separate school districts for the area; the composition of one was approximately 50% Anglo and 50% Mexican-American and the other was predominantly Mexican-American. Guided by the court order, a "Comprehensive Education Plan" was adopted for the consolidated district which included the following elements: professional staff treatment and assignment, curriculum design, content and instructional methodology, student assignment and classroom organization, parent and community involvement, special education, non-instructional support, funding and timing, and evaluation of the Plan. According to the PDC Coordinator, the comprehensive plan prescribed by the courts is being implemented in all areas. School offerings below the kindergarten level are evidenced by an extensive program for 4-year old children which is unique in the public schools of Texas. (The PDC Coordinator noted that, due to the lack of funds and facilities, the district has been unable to implement a program for 3-year old children.) A major effort has also been made to bus children to ensure ethnic integration. The district's Director of Instruction feels that progress has been slow in this area because of adverse community reaction to the court order; many people in the community see it as interference by the government in a purely local matter. However, there has been no community opposition or resentment to federal funding or projects and, as such, planning for the PDC program has not been affected.

The elementary school that will be participating in the PDC program is located in a middle-class neighborhood, but because of the court-ordered busing children outside the immediate neighborhood (and socioeconomic class) attend this school. Over 90% of its students' parents are employed, most often in air force, construction or civil service jobs and, according to the PDC Coordinator, most of the children attending the elementary school have three or four brothers or sisters.

The Origins of Developmental Continuity

Staff of the school district (the Local Education Association) first heard about Project Developmental Continuity in late March 1974 when a representative from the Texas Educational Agency (TEA) advised the districtwide Director of Instruction that the school district had been recommended for PDC and provided him with a brief overview of the project. Subsequently, two onsite visits were made, one in April by regional OCD staff and one in May by staff from both the national and regional OCD offices.

The Director of Instruction made the initial decision to submit a proposal to OCD and involved four teachers and supervisors in the process of preparing and writing it. He felt that the site would be both valuable and unique as a Developmental Continuity project because it is a consolidated district. Since it is operating under a court-ordered desegregation plan, current efforts focus primarily on maintaining equal ethnic distribution of pupils and staff through busing and the Director of Instruction viewed PDC as an effective way to begin full-scale implementation of the comprehensive education plan ordered by the court. Knowing that the Local Education Association (LEA) was attempting to revamp its educational curriculum along locally desired bilingual/bicultural lines, he felt that PDC would parallel what the LEA had in process. Since prekindergarten classes were already located in the district's elementary schools, the Early Childhood Schools Model was chosen. The funding proposal was submitted on May 20, 1974 and the consolidated school district was awarded a PDC grant on July 10, 1974.

It was at this time, according to site personnel, that an unfortunate series of misunderstandings occurred between OCD officials and local staff regarding the site's PDC program type. When official notification was received by the site in July, the funding document did not designate it as a bilingual/bicultural demonstration site. As a result, local staff assumed that they were part of a regular pilot program and began making plans accordingly. It was not until September 1974, when OCD officials questioned the all-Anglo composition of the delegation to the PDC conference in Maryland, that project staff realized they had been designated as a bilingual/bicultural demonstration program.

To clear up this misunderstanding, the Director of Instruction, the PDC Coordinator and the elementary school Principal met with OCD staff in Washington on September 24, 1974. At this meeting OCD officials again indicated their desire to designate the Texas site as a bilingual/bicultural demonstration program. The Director of Instruction agreed that because the design of the site's PDC project was bilingual in approach it would still be possible to comply with the majority of the bilingual/bicultural program guidelines. The one notable exception concerned the qualifications of the PDC Coordinator ("must be bilingual and have a background in bilingual/bicultural education") which OCD agreed to waive since that position had already been filled (in July). Since the school district did not learn they were to be a bilingual/bicultural demonstration site until after the initial planning phase had begun, the timetables listed in the PDC planning year proposal have been changed considerably.

B. The Educational Setting

The Prekindergarten Program

The prekindergarten program at the Texas site became operational in 1972 as a result of the 1971 court order and has two funding sources: Head Start and the Emergency School Aid Act (ESAA). The districtwide Director of Instruction is the Head Start Director and the elementary school Principal is the ESAA Director. Three prekindergarten classes will participate in Developmental Continuity next year, including the two prekindergarten classes currently located at the elementary school taking part in PDC and one from another local elementary school. These prekindergarten classes serve 60 4-year-old children and use a combination of the standard Head Start model and locally designed options.

As stated in the site proposal, the prekindergarten program philosophy can be summed up in three statements:

- to promote the cognitive, emotional, and social development of each participant within a bilingual/bicultural setting;
- to provide services by which the home and school can be brought closer together in a cooperative effort toward the development of the total child;
- to provide avenues by which the community will be aware of and support the purpose and goals of the prekindergarten program.

Preschoolers are in school Monday through Thursday from 8:30 a.m. to 2:30 p.m. Friday is a planning/evaluation day for teachers, and children do not attend classes that day. The two prekindergarten classes at the school taking part in PDC are in the same classroom and function as one large open classroom with two teachers and four teacher aides sharing teaching responsibilities. Additional resource persons include the Prekindergarten Supervisor, consultants and special services personnel, such as nurses, speech therapists and diagnosticians. The prekindergarten daily routine is a combination of teacher-directed and child-directed activities. Typically, the morning session includes instruction in language, math and basic skills, with teachers selecting the activities and children responding either actively or passively.

The afternoon is more child-directed, with children deciding on what they will do in one of several learning centers (e.g., the science area, art area and quiet area) that are set up in the classroom. Children make a plan indicating the center they wish to work in and describing the activity they will pursue. They then spend work time in the area of their choice. The learning areas are equipped with commercial materials (puzzles, art supplies, lacing cards, etc.), teacher-produced materials (number cards, charts and calendars) and child-produced materials (art drawings and displays).

Parents currently serve on the Head Start Policy Committee and on the Advisory Council for the ESAA Program, but the influence they have on decisions affecting educational programs seems limited. However, parents on the PDC Council are now taking an active role in planning the educational model and curriculum for next year's PDC classrooms. In terms of classroom involvement, parents of prekindergarten children take a more active role than parents of elementary children, serving as substitutes and as volunteers in the classroom and taking part in school parties and field trips. In addition, parents have been involved in planning, organizing and constructing an outdoor preschool playground at the school. Parents are informed of prekindergarten activities through letters, newsletters and individual conferences. Special events that bring parents and teachers together, such as the playground planning and construction program, also serve as vehicles for communicating prekindergarten information. The prekindergarten teachers see parents approximately twice a month, usually when they come to pick up their child.

Prekindergarten program staff have contacted many community agencies to pinpoint services that are available for preschoolers or for their families. These community agencies include the local hospital, medicaid, public health clinic, mental health clinic, welfare department, day care or child care programs, recreational programs, housing authorities, state employment offices and job training programs.

In sum, the prekindergarten program is operating according to its educational philosophy. Prekindergarten teachers and aides are concerned with children's cognitive, emotional and social development and, as a result, have planned a school day that allows time for both teacher-directed instruction and for child-directed activities. Parents serve on the Head Start Policy Committee and on the ESAA Program Council, although their decision-making power appears to be limited. Parents also serve as volunteers and substitutes in the classroom and are kept informed of school activities through newsletters and conferences. The third part of the educational philosophy--to develop an awareness in the community of prekindergarten goals and objectives--has been dealt with partially in that prekindergarten staff have contacted various community agencies to solicit services for their children and families.

The Elementary School

Because of court-ordered desegregation, the elementary school currently houses two sections of 4-year-olds, two sections of kindergarten, four sections of third grade, and six sections each of grades four, five and six. Presently there are no first or second grades at this school. Next year, under PDC, the number of prekindergarten through third grade classes will be as follows: three sections each of 4- and 5-year-olds and two sections each of first, second and third grades for a total of 12 PDC classes. The two first grade and second grade sections will be transferred from another elementary school, which is the school that will serve as the comparison school for the PDC evaluation. Since sufficient numbers of 4- and 5-year-old children already attend the PDC school, the only task remaining in this area is to add additional staff in order to reduce the pupil/teacher ratio next year.

The educational philosophy of the elementary school is to develop the intellectual capabilities of each pupil in order to prepare him/her to be a useful member of society. The emphasis is on academic achievement in a group-oriented and highly structured setting.

Of the nine elementary teachers (K-3) who are involved in planning for PDC, five are bilingual (Spanish/English) and their teaching experience ranges from 2 to 17 years with an average of 6.7 years. The school's Principal, who is the sole elementary school administrator, evaluates teachers through a formal evaluation document; new teachers are evaluated twice each year while experienced teachers are evaluated yearly.

The Principal stated that parents take part in elementary school activities as hired teacher aides. In addition, parents attend monthly PTA meetings and are members of the PDC Council. The two school teachers who were interviewed indicated that they did not meet with parents of their students on a regular basis and, in fact, talked to parents only if a child was having difficulty in school. Also, the teachers did not feel that the parents had been involved in planning for the educational program now in use at the school.

Many special health services are available to students including screenings for physical growth, vision, hearing, tuberculosis, urinalysis, speech defects, immunization status and the identification of special needs of handicapped children. If results indicate health problems, the school arranges for treatment. The Principal stated that the school also provides for dental examinations and dental care and has an organized health education program and nutrition education program for staff, parents and children. In addition, a complete medical and developmental history is obtained on each child. The noon meal is the only meal provided by the school and the Principal did not know whether it provides 1/2 to 2/3 of the daily nutritional needs of children.

The school has professional mental health personnel available on a consulting basis and utilizes community mental health resources as well. In some cases counseling services are provided to families directly by the school and in other cases families in need of such services are referred to community groups. The school also has a procedure for providing families with information about the available community services and how to use them.

Services for handicapped children are provided through the district's Special Education Department which is funded through the State Assisting Individual Development Program (AID). This plan provides for identifying, working with and mainstreaming handicapped children into the classroom. Also, two bilingual/bicultural programs have been implemented at the school, according to its Principal; one program helps Spanish-speaking children to succeed in school and the second program teaches children to speak Spanish.

In sum, the PDC program will affect considerable change at the elementary school. Not only will the grade-level composition change, but also the Principal hopes for greater parent involvement and a closer relationship between school and home. Bilingual education, team teaching, multi-aged grouping and individualized instruction will be implemented by all PDC teachers next year and will be in sharp contrast to the structured, skill-oriented approach that is being utilized this year.

The Relationship Between Head Start and the Elementary School

The prekindergarten, kindergarten and elementary programs are all under a common school district administrative structure and the school district serves as the grantee for Head Start funds at the prekindergarten level as well as for PDC funds. The Head Start Director (who is also the Director of Instruction for the school district) is responsible for PDC and for all programs under PDC. Consequently, he can provide immediate coordination for all instructional requirements for PDC. According to the school Principal, communication exists between the prekindergarten teachers, elementary teachers and himself in the form of joint meetings, sharing of records and informal contacts.

Although the educational philosophies of both programs are similar, there are noticeable differences in the educational approach used by each. At the preschool level the classroom is an open setting with emphasis on concept development and individual development at the child's own level. The elementary school tends to be more traditional in its organizational structure, is group-oriented and highly structured. In addition, the lower child/adult ratio in the preschool classes increases the amount of individualized instruction children receive.

The Texas site's PDC proposal contains the statement that current teacher training programs for the preschool are more comprehensive and detailed than those for the elementary school. The prekindergarten teacher trainer is currently working with outside consultants on incorporating a bilingual component into the preschool program and on developing a competency-based training program that can be used in a public school setting. Teacher training in the elementary grades centers on highly specialized training sessions provided either by special programs of the school district or by commercial companies who display their products.

Other differences between the prekindergarten and the elementary programs include the degree of parent participation and availability of medical and dental services. Parent involvement is greater in the preschool than in the elementary school and, although the Principal listed the many medical and dental services the school provides for its students, the PDC planning year proposal stated that preschool children take part in a much more extensive medical and dental program than do the elementary school children. There are no differences between the programs in terms of services provided to handicapped children (the Special Education Department of the district provides services to all handicapped children three years of age and older) or in terms of services provided to bilingual/bicultural children (the dominant language of the child is used as the primary language for instruction).

C. Opinions and Attitudes of Program Personnel

Interviews were conducted with two of the PDC staff members, the PDC Council Chairperson, the Head Start Director and the Principal. Respondents were asked to give their personal evaluations of the success of program planning this year and to anticipate implementation success next year. Respondents were also asked to identify the factors or forces that had most contributed to the shape of the PDC program up to this point. Due to space limitations, short, paraphrased summaries of the responses of three of these persons are reproduced below to provide a direct expression of their concerns and interests. The concluding section analyzes the patterns of opinion that emerged in the responses of all five persons as they discussed the Developmental Continuity Project.

Head Start Director/Director of Instruction (May 6, 1975)

The Director of Instruction (who is also the Head Start Director) began by saying that it was good to have a planning year for a federal program. The concept of the planning year was "delightful," and it became apparent to him during the year that a second planning year would have been useful. He thought that education and parent involvement were the two components most successfully planned during the year. *In education, the instructional model was designed and elaborated. The committee selected the I.G.E. model which is a good choice. The incorporation of the teaching staff into the reviewing and selecting process was good and the design of the instructional model was done well.*

He said that the project is moving strongly toward meaningful parent involvement. *Parents have been well informed on what is happening in the program. The parent involvement program has been primarily oriented toward the Mexican-American community in which the Component Coordinator works most comfortably. She has not worked as comfortably with Anglo parents, but this is changing and she is working better with both groups now. I think she is very good.*

The Director of Instruction thought that the overall reason for the success of the program and these two components in particular, was the dedication of the staff. He said that he had hand-picked each of the PDC staff members (the PDC Coordinator and two component coordinators) and that the teachers and involved community resource people had all been selected by these three staff members. *All of the people wanted to be involved and that has been the key to the planning so far. It is the same with the parents; they want to be involved.*

He said that the most significant planning problem has been too little time to thoroughly prepare the education component. He feels that bilingual/bicultural education presents the most complicated and difficult issues to solve. And he feels that the Texas site has a unique opportunity to solve the issues of bilingual/bicultural education in an evenly balanced way. *It should be fully meshed as a part of the overall curriculum and instructional model. There should not be a separate and identifiable bilingual/bicultural program or component. The end result should be to provide the child with equal skills in English and Spanish so that he or she will be able to function equally well in either society, Anglo or Mexican. A child should develop bilingually and biculturally in the classroom--the two elements should be there inherently in the language and behavior of the teachers. This requires having bilingual/bicultural teachers.*

The interviewee thought that the primary obstacle to successful implementation of PDC would be the lack of time for planning. Another possible obstacle that he mentioned could be the difficulty that teachers might have adjusting their teaching behavior to the bidimensional, as is required in his concept of bilingual/bicultural education. He felt that this could be a real problem for classroom teachers.

He said that the PDC Council did not have decision-making power during this year so that it would not conflict with the Board of Trustees. However, he felt that an attempt had been made to give individuals on the Council some involvement in the planning and decision-making process so that they would have a sense of being involved. *Actually, the PDC Council people merged into the specific committee activities in voting and deciding on the PDC program.*

To him, the PDC component committees had carried out the actual planning tasks during the year. *The basic guidelines were laid out for them early in the year. Since then, they have worked out the details of contacting representatives of instructional approaches and curricula to review the materials and discuss and select what they wanted. They worked within an administration-decided framework.*

He said that the major factor that had shaped the PDC program had been the backlog of experience in planning for the educational issues involved in PDC. *In 1974, two master studies were made for our school system on curriculum revision. Considerable outside expertise was brought to bear on an analysis of the current curriculum in the city schools and this resulted in recommendations for curriculum changes to meet local needs. So, PDC has grown out of all that prior planning and preparation.*

The Director of Instruction would like to see the PDC program accomplish three basic goals:

1) *Develop and establish an individualized instructional program. In this respect the PDC program will be a pilot program. The plan is to implement individualized instruction in all the city's schools.*

2) *Integrate all services from the school district. PDC should provide an important coordination function in pulling together the diverse existing programs to bring them to bear in a coordinated and integrated way on the child's school experience.*

3) *Produce students who are bilingual/bicultural. The program should prepare the student to function equally well in either society or language and eventually the entire school system should do this.*

PDC Coordinator (May 5, 1975)

The PDC Coordinator felt that education was successful because four different educational models had been examined and a model that he thought was a good one had been selected. *After successfully reviewing and selecting a model, staff began the training based on the needs of the model. The two consultants have been most helpful. Staff have also begun to identify the bilingual/bicultural curriculum materials, and they plan to use the language experience approach, which means that they will not teach bilingual/bicultural materials as a separate item or component; bilingual/bicultural will be incorporated throughout the child's educational experience. That means that the teacher will talk to the child in both languages in a normal sort of way, as is demanded by the situation and skills of the child.*

He listed training as a successful component. *The staff have been trained in the I.G.E. approach to classroom management. The two consultants have organized the training. There have been some problems and the training could have been better in some respects. The description of daily teacher planning requirements was weak in the training. Another problem was that teachers were not trained to be sensitive to the particular needs of bilingual/bicultural children. Two local educators have been trained as I.G.E. facilitators and they will be able to continue training in the future to help rectify any gaps that exist now.*

He said that parent involvement is the third major success. *The Parent Involvement and Support Services Coordinator is well respected in the community. She has been able to interest the parents and get them into activities. One of the specific things that has been done was the Southwest Lab workshop for parents which was held in September in which they received training about the various aspects of parent involvement. Parents reacted very well and have wanted more such activities, but it has been impossible. Parents developed the playground that is behind the school, and they have helped make materials for the resource room (shelves and carpets). Local newspaper coverage of parent activities has been good.*

The PDC Coordinator mentioned factors that made specific component planning successful, and in each case he gave personal skills as the basis for success. *For the parent involvement component, its Coordinator was the primary reason for success because of her personal dynamism. For education and training the reason for success was the strong leadership of the two outside consultants.*

He named the handicapped component as the component with which they had the least success. *I personally talked with representatives of Texas Plan A who are in the school district. The resources for this component exist and they are good. But we do not know exactly how the resources will be incorporated into the classroom; the children will be mainstreamed, but we don't know how yet. The overall obstacle that has inhibited the planning for this component has been the lack of identification of the PDC children and the lack of identification of some staff persons. Coordination is the problem; we have not yet determined how staff and resources can be juggled to permit the mainstreaming of children and to provide specialized instruction for them. We have not yet been able to identify a staff person who is bilingual, knowledgeable in early childhood education and knowledgeable in special education.*

The interviewee felt that the PDC Council had contributed to the planning activities by selecting the educational model. *Council members participated in each stage of the review and decision process through the Education Committee. Later the Board formally approved the recommendations of the committee.*

He felt the PDC committees had been largely responsible for completing the work of the planning year. *The Education Committee and the Materials Committee have worked together and actually have become one committee. It was this group that did all of the work of reviewing the educational models and selecting specific materials. Parents have been slow to come to these committee meetings because the discussions and the materials discussed have been hard for the parents to grasp. The Parent Involvement and Support Services Coordinator has helped train them so that they will understand and be able to participate more. The Development Support Services Committee has had only one meeting and only one parent attended the meeting. A half-dozen community resource people attended the meeting and the PDC staff were able to review the community services available through the meetings with this group. When the parents are identified, we will be able to begin regular meetings.*

When asked about successfully implementing components next year, the PDC Coordinator said that none would be implemented easily. But he thought the two that will be most successfully implemented will be parent involvement and staff training. *Parent involvement will be successful because its Coordinator is good, because teachers have a great deal of interest in training parents to work in the classrooms, and because parents are interested in participating. The staff training should be good because the consultants should be good. They have a good concept of what is being done in this program and in other programs and they can anticipate what can be done in our particular community.*

He said that he anticipated problems in implementing the education component next year because tremendous adjustments are required for the teacher to change her teaching style from the traditional approach to that of I.G.E. *Teachers will also have to learn how to use the diagnostic instruments and how to group the children into workable groups in the classroom. Two or three years of experience will be necessary to solve many of these problems; workshops only start the process.*

The PDC Coordinator feels that the handicapped component could also pose problems. *The late identification of the children has led to a slowdown in assessing their needs and preparing the* *program. The existing system of coordinating special education does not mesh with the needs of PDC; as a result a new system of coordination is necessary. Problems could come up. These problems can only be solved by administrative decisions.*

He listed three major overall factors that have influenced the success of PDC during the year. *First would be the confidence that good people have had in the programs; administrators, parents and teachers have given PDC a great vote of confidence. This has helped make the program go. When the Education Committee selected the I.G.E. instructional model (with expert assistance from the I.G.E. representative) it gave committee members a focus of orientation and activity for their work; it brought purpose to the program. That helped crystallize the work being done and gave an impetus to the program. That led to a significant attitude change. Thus, with the people pulled together, they began to work with purpose and orientation. The two outside consultants have also been influential in shaping the direction of PDC work this year. They are well respected by the people in the program, and they have had the knowledge and dedication to suggest useful directions of work and provide the means to arrive there.*

The PDC Coordinator said that he would like to see PDC provide the basis for innovation in instruction in the schools. *I would like for PDC to develop an educational model that could be implemented throughout the school district. It would be a model of individually oriented education. It should bring continuity both vertically and horizontally; vertically in that people would come together to plan the type of instruction, materials and curriculum so that one teacher knows what a child has received before; and horizontally in that administrators, principals, teachers and aides will be involved together. PDC should also bring to the schools the organization and management that they need to function like a school ought to function. An instructional system should be meshed with the fewest overlaps possible, so that a teacher can teach what she is supposed to teach and know that other teachers have done the same.*

In commenting on the nature of support the program has received from outside sources, the PDC Coordinator gave the following breakdown. *The support coming from the national OCD office has generally been inadequate. The guidelines have lacked clarity, and there has been a lack of communication. On the other hand, the regional OCD office has been very supportive of our project and they have acted as ombudsmen with the national office. For example, they have defended our right to have Head Start classes with a 70:30 ratio (70 Head Start eligible and 30 non-eligible) compared to the standard 90:10 ratio.*

Local community organizations have been helpful. The newspaper has given considerable publicity to the project and local businesses have donated carpet pieces, wood and other materials for the program.

The Huron Institute technical assistance staff have not given adequate support to PDC staff. The TA person has been personally supportive but has had little positive direct input. He has taken a low-key approach, perhaps because he has had little expertise with the kinds of issues that we are having to deal with. He was able to help with some communication needs. It is not that the person could not do it, it was that his expertise did not fit the needs of the local site. It would be better to give the TA money to the local sites and let them get their own consultants. (The PDC Coordinator felt strongly that TA people should have special competence in areas that the projects need and that they should have special regional knowledge and experience.)

PDC Council Chairperson (May 8, 1975)

The PDC Council Chairperson said that the successful parts of the PDC program have been services for handicapped children, parent involvement and bilingual/bicultural education. *Handicapped services have been good in our school system anyway, and in this program it is the same. Parent involvement has been successful because of an attitude shift more than anything else. It used to be that parents were not really incorporated into school activities, but the PDC meetings have been clearly open to parents. Not many parents have attended, but it is important that the meetings have been open. Parent involvement has been successful because of the attitude of openness and interest in parent-related issues in the program. When parents see this interest in them, they will react favorably and accept the program. A training program was held early in the year and it was important in calling the attention of parents to the program. That training program helped define what was to be done during the year and helped define home-based teaching that parents could do. Parents could see the importance of their own teaching in the home, and thus their own importance in the child's education. Bilingual/bicultural education is good because it is being set up to begin in prekindergarten. This has not been done before and it is a valuable innovation.*

She thought that education and parent involvement were the components that still needed the most work and for which staff had been least able to define all of the issues before them. She said that the most significan problem in education is the identification of additional staff for the classroom. *For example, now in the prekindergarten level there are two teachers and one aide for 63 children. To establish the I.G.E. curriculum many more adults are needed to participate in the classroom and the means of involving the additional number of adults have not yet been determined.*

She said that parent involvement had unresolved problems because of the 90:10 guideline of Head Start. *If the 90:10 ratio is required, parent involvement will suffer. It is hard to involve poor parents because of transport problems, babysitting problems, their not knowing English, etc. So, it is important that there be a large number of middle-class kids in PDC so that middle-class parents can take the lead in this area.*

The PDC Council has been important to the Council Chairperson parent because its members have had the duty of explaining the program to the parents. *The PDC Council has helped to arouse parental support for PDC. In general, the PDC staff have been good about inviting parents to attend meetings and to discuss issues so that everyone gets their word in.*

She was not familiar with the work of the component committees or the persons involved in committee activities, except for the Parent Involvement Committee and its Coordinator. She knew that this committee had made carpets and painted shelves for the PDC resource room.

She thought there might be some problems in implementing parent involvement. *First, the parents might not come to help in the classrooms as volunteers. Training might help offset that. Second, the parents will not want to attend meetings. That could be offset by having smaller meetings at different hours of the day and days of the week to fit the various needs and schedules of parents. The meeting groups need to be smaller so that parents will feel freer to talk.*

She was not sure exactly what her role would be in PDC implementation next year. She said that she hoped it would not be just as the Chairperson of a committee or the Council because that is not "real" involvement. *I would prefer to work as a classroom aide or to take children to the doctor, etc.*

The PDC Council Chairperson felt that the major factor that has shaped the direction of PDC work during the planning year has been the teachers' support for the program. *At meetings they express their enthusiasm for the program, so then we feel that the program must be good. The success of an educational program depends on the teachers and in this case they are enthusiastic and interested. Their attitude will make or break the program. Their attitude toward parents is good; they talk straight and honestly, as equals, with them and that gains the support of the parents.*

I would like PDC to teach children in the best way possible. They need a better quality education. The Chairperson related her own first grade experience as an example of the problems PDC should help eliminate. *I did not speak English when I entered the first grade and I never understood a word that my first grade teacher said. The only thing that I learned that year was what my older sister taught me when we came home from school; we would play house and part of the game was to play school. Then, in Spanish, my older sister would teach me numbers and other skills. And that was the only way I learned anything in the first grade. I'll always remember the experience of seeing the teacher talking, and me responding by nodding my head as if I understood when I did not. I have tried to teach my own daughters to speak English well to avoid this kind of experience when they go to school.*

Summary

Each of the five people interviewed was asked to name the components that he or she thought had been successfully planned during the year. The four staff people named education and training. They thought that these two areas were successfully planned because a relatively sound bilingual/bicultural, individualized educational approach had been developed and informative training sessions had begun. They attributed this planning success to knowledgeable consultants, prior interest in key PDC issues and support from all concerned. The support services and parent involvement components were named by four out of the five, including the parent who is also the PDC Council Chairperson. They explained the success in terms of the personal performance of the Component Coordinator, the readiness of the parents to accept such a program and the attention given to the parents by staff and teachers.

The group showed less agreement about which of the components had been least successfully planned for and, as a group, were hesitant to list unsuccessful components. Both the Principal and the PDC Council Chairperson had concerns about the completeness of the planning for education and training. They specifically mentioned teacher apprehension and lack of resources as potential problems. The Director of Instruction was concerned about the preparation for the bilingual/bicultural aspects of the educational plan. He cited problems that teachers might face in adjusting to a continuous, bidimensional teaching format. He thought it would be difficult for teachers to constantly think in two languages.

When asked about the PDC Council, the two administrators (the Principal and Director of Instruction) agreed that it had operated during the year in an advisory capacity. The PDC Coordinator and the Component Coordinator for BL/BC and Training saw it as having a decision-making role. The parent (PDC Council Chairperson) was pleased that parents had been included on the Council.

There was little unanimity about potential for successful program implementation next year. The BL/BC and Training Coordinator and the Director of Instruction expected education to be a successful component next year but they were concerned that some problems might arise. The reasons that the Component Coordinator gave for anticipating success in education were teacher and community support; the Director of Instruction's expectation was based on a strong conviction that it had to work. Both the Principal and Director of Instruction named support services and parent involvement as potentially successful implementation areas because of the personal role assumed by the Component Coordinator and because of the existing structure of services that can be utilized.

There was no unanimity about anticipated unsuccessful implementation next year. The PDC Coordinator and PDC Council Chairperson expected to have problems with the implementation of the new educational program. They listed specific problems as the delayed identification of the PDC children, the adjustments that had been made to accommodate the I.G.E. teaching plan, the need to become familiar with new diagnostic instruments and the higher adult/child ratio. The BL/BC and Training Coordinator and PDC Council Chairperson mentioned parent involvement as a potential problem area because of the delayed identification of PDC children which means that parents will be coming into the program after it is already a year old and the negative attitude of parents toward attending meetings.

While discussing the major factors that have contributed to success in planning year activities, the group most frequently listed personal job performance and positive attitudes toward the program:

- Principal: Personal job performance and staff and community support.
- PDC Coordinator: The performance of the consultants and the I.G.E. representative.
- BL/BC and Training Coordinator: Staff and consultant performances; teacher and parent attitudes.
- Director of Instruction: Prior planning and preparation.
- PDC Council Chairperson: The support of the teachers.

When asked to verbalize what they would like PDC to accomplish, most respondents wanted it to improve education for children. The persons most centrally involved in the details of planning gave more specific answers:

- Principal: Challenged and comfortable children.
- PDC Coordinator: A model for an individualized educational program for the entire school district, vertical and horizontal communication and coordination between people in the program; a school organization that facilitates teaching.
- BL/BC and Training Coordinator: Better school-home relationships; more community information about the classroom; true bilnguality.
- Director of Instruction: Individualized instruction; integrated support services; true bilinguality.
- PDC Council Chairperson: A better quality of education.

In sum, most respondents identified "personal job performance" as the key factor in successful planning. Supportive attitudes and background work were also mentioned frequently. The diversity of the reactions of this group seem to reflect the role-position of each person more than anything else.

D. The Planning Process

Arrangements for Planning

Many of the administrative problems involved in developing continuous and coordinated programs between the preschool and elementary school have been previously dealt with by the consolidated school district because the prekindergarten classes have been a regular part of the school system since 1972. Classes that are composed primarily of Head Start-eligible children receive Head Start funds. Other prekindergarten classes with fewer Head Start-eligible children have the same program of instruction and services, but do not receive Head Start funds.

PDC project staff are the PDC Coordinator, the PDC Instructional Supervisor (hired in November 1974), and the Developmental Support Services Coordinator who is also responsible for the parent involvement component (hired in September 1974). The Support Services Coordinator was hired on the basis of her school nurse background and her familiarity with the local community. The PDC Coordinator had been employed by the school district for seven years, both as an industrial arts teachers and as an elementary school counselor. The Instructional Supervisor, a former prekindergarten teacher, also serves as Bilingual/bicultural and Training Coordinator. She was hired in November to fulfill OCD's request that the instructional supervisor who, according to the Director of Instruction, has responsibility equal to that of the PDC Coordinator, be Mexican-American. In addition, two part-time consultants have been hired to assist with PDC planning tasks: a Bilingual/Bicultural Specialist from the University of Texas at San Antonio and an Early Childhood Specialist from the University of Texas at Austin.

The PDC Council was formed in October 1974 and Council members were identified and recruited by the PDC Coordinator and the Director of Instruction. Parents of prekindergarten children (some of whom will participate in PDC next year) and elementary school parents who have been involved in school activities, such as PTA and classroom volunteers, were contacted about possible PDC involvement, along with persons representing teachers, administrators, the School Board, the Head Start program and the community. The PDC Council is divided into three subcommittees: Education Selection, Material

Selection and Developmental Support Services. The PDC Council is composed of five parents, one community services representative, one Head Start Policy Council member, five administrative personnel from the school district, three teacher supervisors and four teachers from the school district.

National and regional OCD officials were heavily involved in the Texas PDC program during August and September 1974 when the issue of their program designation was being addressed and resolved; since then, however, their influence has been minimal. Even though the PDC Coordinator listed the ways in which the technical assistance consultant has been involved in the planning year, his influence did not seem to be great. The impression received by the evaluation team was the Texas site is not making use of these consultants, preferring instead to use their own two PDC consultants. Local staff members explained that they disagreed with the TA contractor's plan to send consultants who were not regionally appropriate. They said that in their locality they needed consultants who were familiar with south Texas and with the Mexican-American populations of that area. They felt that the TA contractor's plan could not provide appropriate technical assistance for their area.

Planning Year Activities

This section of the case study summarizes the accomplishments of the project on planning activities during the planning year. For convenience, this description is organized into two parts by program component. Part 1 covers activities from the beginning of the project through the first site visit by the evaluation team, and part 2 covers activities from that date through the end of the school year. Where there is overlap in the planning tasks set forth in the program guidelines, a discussion of a particular activity will be under the component with which it seems to fit best. Additional information on these planning activities, with special reference to compliance with guidelines, can be found in the Monitoring Report.

Administration, through January 1975. Since the school district is the grantee for both Head Start and Developmental Continuity, all programs and services can be coordinated between prekindergarten classes (including Head Start), kindergarten classes and elementary classes within the existing administrative structure. Therefore, much of the administrative coordination required by the PDC program occurs normally through the school district, primarily through the Office of Instructional Services. This situation has predicated a minimal administrative role for the PDC Coordinator, whose primary responsibilities have become those of program and curriculum development.

The PDC planning staff, the elementary teachers, and the Head Start teachers are all employees of the school district. The teachers are administratively part of the elementary school under its Principal. The PDC planning staff, however, are directly responsible to the Director of Instruction in the central administrative office of the school district, although they plan and coordinate their activities in conjunction with the elementary Principal. The PDC Coordinator is functioning in the capacity of an Assistant Principal and the PDC classes are like a pilot "mini-school" within the elementary school. While the Principal has overseen the development of the PDC program in the school, he has not had any major responsibility for structuring the program. Basically, he has collaborated with the PDC Coordinator and the Bilingual/Bicultural and Training Coordinator to resolve any issues of the PDC program that would impinge on the administration of the school as a whole.

The Director of Instruction has been heavily involved in PDC decision-making and (during the first site visit) was the only person able to respond to many questions that would normally be asked of the PDC Coordinator. The Director provided information on the relationship of the PDC Council and planning staff to the Head Start program and elementary school, as well as to the LEA. He stated that PDC and Head Start will merge as a single program at the request of national OCD.

According to both the Director of Instruction and the PDC Coordinator, the PDC Council operates in an advisory capacity to the Board of Education. The Council does not directly intervene in the decision-making hierarchy of the school district. Instead, it approves plans that are generated in the work of the PDC component committees, which in turn are supervised and guided by PDC staff and the Director of Instruction, the responsible administrative personnel of the school district. The Council, then, functions as an approval body for PDC plans and serves as liaison to the Head Start Policy Council and other advisory bodies required by federally funded projects.

During the first site visit, many of the planning tasks listed under the administration component had either not been addressed or had been addressed in the original PDC proposal but had not been adhered to. Specifically, there were no plans for training staff in working with parents, the timetable in the proposal had not been revised and no coordinated plan to integrate all component areas existed. Although goals and objectives for the education and training components had been established during the summer by the PDC Coordinator, consultants and school administrators, no priorities were established nor had goals and objectives been established for any of the other components. To rectify this situation, the PDC Coordinator intended to use the two special consultants to help establish goals and objectives, to set priorities, and to develop a coordinated plan, including a timetable for all components.

As a step toward integrating existing instructional approaches into a cohesive program, all other federal and state funds that had been received by the school district were identified by the Director of Instruction at a June 1974 PDC meeting when he outlined how these monies were being used by the district. In order to facilitate communication and coordinate services, the PDC Coordinator intended to establish a committee containing representatives from the various funding sources.

Budget considerations and program proposal writing for the first operational year were slated to begin in February 1975.

Administration, February to June 1975. As mentioned previously, the PDC Council had been established before the first evaluation visit, its relationship with the Head Start program and the school district had been defined, and PDC staff had been hired. However, program priorities and timetables were not given special attention during the first part of the planning year. To remedy that situation, an organizational flow chart and timetable (PERT chart) was drawn up in February by the PDC staff with assistance from one of the special consultants. Program goals and objectives have been further defined in the proposal for 1975-76.

However, specific operational plans have not been written, or regularly coordinated or communicated. Instead, individual staff members have had considerable latitude and responsibility in determining their specific planning activities. As a result, there has been no operational plan that coordinates activities across component areas, i.e., parent involvement, support services, staff training, curriculum, etc. An example of this lack of across-component coordination is that the elaborate staff training program in individualized instruction has not included training for mainstreaming handicapped children. Even though the teachers are well trained in individualized education and even though the state of Texas provides a well funded program for services to handicapped children, the Texas PDC staff have not coordinated these elements into their program.

It also appears that coordination with state and federal programs has not been operationally effective. The Director of Instruction has been responsible for the formal coordination of PDC efforts with other state and federal programs. He has been able to elaborate plans that would take advantage of the different programs and mesh their funding strength But, in operation, many gaps are evident in such plans. For example, in the case of the prekindergarten classes, the Director and the PDC staff were able to outline a plan in which some services for Head Start-eligible children would be covered by Head Start funds, other services would be provided by State of Texas programs and salaries and supplies would be covered by ESEA Title VII funds. In fact, the PDC Coordinator said that he had met with the school district directors for various state and federal programs, but that little had been resolved and he had no specifics to report. As a case in point, he had contacted the representatives of the state program for handicapped children, but no decisions had been made about coordinating that plan to meet the needs of the PDC program.

Administrators and teachers have not been given direct training in working with parents, nor have parents received training in decision-making. The PDC Coordinator said that the training for work with parents would be done later this year as a part of the I.G.E. training. He did not specify what plans for training had not been developed or what specific skills training would develop or enhance in teachers and administrators. No plans have been made to train parents in decision-making.

> In sum, as the Director of Instruction said, he has retained philosophical control of the program and he has retained control of funding and broad planning decisions, among other administrative responsibilities. It has been his inattention to matters of day-to-day coordination and program development, particularly as related to the curriculum and instructional model. The Director of Instruction said that administrative duties are gradually being passed to the PDC Coordinator and eventually he will assume full administrative responsibility. The fact that administrative power and program responsibility have been divided between two persons during the planning year might account for the weakness in the overall coordination of the PDC program.

Education, through January 1975. The Education Selection Subcommittee of the PDC Council includes 10 teachers, one aide, the PDC Coordinator and two parents. By January, subcommittee members, other PDC staff and Council members had attended presentations and had reviewed materials for four educational models or curricula: the I.G.E. Kettering Model, the Tucson Early Education Model, the Responsive Model and the I.G.E. Wisconsin Model. At a January 16, 1975 PDC Council meeting, the Education Subcommittee recommended the selection of the I.G.E. Kettering Model and obtained PDC Council approval. The I.G.E. Model promotes individualized instruction and the PDC Coordinator foresees meeting the needs of individual children through small-group instruction, peer tutoring and child-adult interaction on a one-to-one basis. (The I.G.E. Model is an organizational-management system and does not contain content. Curriculum decisions had not been made at the time of the first evaluation visit.)

There was some discrepancy among interviewees as to whether there is regular communication between Head Start and elementary school teachers, parents and administrators. According to the Bilingual/Bicultural and Training Coordinator, the PDC Coordinator and a teacher, regular communication does exist in the form of the educational model presentations, PDC Council meetings, newsletters which are sent to staff and parents and in the involvement of parents in a workshop and in planning and constructing the preschool playground. In contrast, two teachers and the Principal indicated that no formal communication channels (i.e., regularly scheduled meetings) have been established between these two groups.

There was agreement in answers given by the PDC Coordinator and the Bilingual/Bicultural Training Coordinator (who is also the Instructional Supervisor) regarding the selection or development of a diagnostic and evaluative system for individual children. The PDC Coordinator indicated that the school district is using various diagnostic and evaluative tools but the selection of the final instruments to be used in PDC has not been accomplished. He described the tentative framework for the PDC system as one of initial assessment, followed by formulation of a plan based on this assessment, implementation of the plan and a reassessment of the plan based on the results. The Instructional Supervisor confirmed that no diagnostic and evaluative system for individual children had yet been developed or selected for the PDC program.

With the exception of one teaching position, all teachers for the PDC program had been hired. The Director of Instruction and the PDC Coordinator presented an overview of PDC at local elementary schools and asked interested teachers to contact them. (It was not known how many teachers volunteered.) Although most staffing had been completed, there will be changes in staffing patterns next year since the I.G.E. Model calls for cross-age grouping, team teaching and an open classroom setting. "Units" containing multi-aged children rather than self-contained classrooms have been planned for PDC classes. Unit I will contain 80 4- and 5-year-olds and eight adults (child/teacher ratio of 10 to 1); Unit II will house 120 5-, 6-, and 7-year-olds and six adults (child/teacher ratio of 20 to 1); and Unit III will house 100 7- and 8-year-olds and five adults (child/teacher ratio of 20 to 1). Staff in each unit will continue to reflect the district's ethnic composition. The PDC Coordinator is hopeful that representatives from the I.G.E. Kettering Model's affiliate (Institute for Development of Educational Activities in Dayton, Ohio) can provide training for teachers in this new team teaching setting as well as assist PDC staff in making decisions about individual teacher's responsibilities within a unit.

Since the I.G.E. Model will require additional classroom space, unused gym and shower facilities at the school are being renovated and will provide space for one classroom and for a library. Additional plans call for the removal of walls to convert three or four self-contained classrooms into an open classroom unit, but final approval for the removal of the classroom walls had not been obtained by January. PDC staff are also in the process of selecting new furniture (mainly tables and chairs) for the classrooms and are soliciting materials from parents and the community.

Classroom observation by PDC staff had not begun but plans call for across-grade-level observations at the prospective PDC school (including the prekindergarten classes) and for observing classrooms in a nearby Texas community which used the I.G.E. Model.

Education, February to June 1975. During the first half of the year, teachers, aides, parents and administrators were involved in discussions to establish consensus on the educational approach. Further discussion and definition of the educational approach had occurred during the ensuing months and training has begun. Various curricula and curriculum materials are being reviewed with assistance from the two project consultants. PDC staff expect to adopt a complete

Spanish-English bilingual/bicultural language arts curriculum by August 1975, and they anticipate that the development of curriculum materials for other subject areas will be ongoing through 1977.

A communication system between all interested parties in the project will be established through the Instructional Improvement Committee, as provided for by the I.G.E. The members of the committee include the school Principal, the PDC Coordinator, the PDC Instructional Supervisor, the three teachers who will be the PDC unit leaders, and support staff. Committee members plan to have weekly meetings to communicate and resolve issues in order to improve the coordination among the various components of the PDC program. However, the Instructional Improvement Committee is not scheduled to start meeting until next fall.

A number of instruments have been selected to become part of a diagnostic or evaluative system for individual children and project staff anticipate having the task completed by June 1975. Specific instruments include the Fountain Valley Teacher Support System for reading, the University of Texas Guzak Reading Diagnostic System, the Santa Clara Inventory of Developmental Tasks (prekindergarten to grade 7) and a local Language Screening Test for language dominance.

Increased individualization of instruction will be achieved through the I.G.E. system. The reorganization of staff and classrooms to provide for individualization of instruction is illustrated below:

	Unit I	Unit II	Unit III
Total children:	80	120	100
Grades:	Pre-K & K	1st & 2nd	2nd & 3rd
Teachers:	4 + support	Same	Same
Aides:	3 + parents	Same	Same
Types of Instruction:	I.G.E.	I.G.E.	I.G.E.

The classroom will not be "open" as previously anticipated. Instead, team teaching will take place in classes of mixed ages which share a suite of rooms in the school. The space for the PDC classes has been identified at the elementary school and the rooms will be prepared during the summer break.

As mentioned in part 1, PDC staff positions have been identified and authorization has been given by the school district to proceed with hiring. By May, all certified teachers had been hired; aides had been identified but had not been hired; and support staff had been approved but not yet hired. Final PDC staffing is anticipated to be: three professional administrative staff members, 12 teachers, nine aides, one physical education teacher and one fine arts teacher. Special education staff from the school district will also be available in a support role.

Although teachers began to observe other classrooms in March, this activity has ceased because it required too much teacher time away from the classroom, given the other requirements of planning activities. No decision had been made to re-establish such observations at the time of the second site visit.

> Overall, planning for the education component is well advanced. The educational approach has been established; training is nearing completion; plans have been established for making the program operational; and frequent communication is evident among those working within the component. The PDC Coordinator, the Instructional Supervisor, the two program consultants and 10 teachers concentrated their energies on planning for this component.

Preservice and inservice training, through January 1975. Although the I.G.E. Kettering Model instructional system had been chosen, no decisions had been made about the curriculum content or the staff training necessary to implement this educational approach. After discussing current training procedures with the Training Supervisor of the school district, the Bilingual/Bicultural and Training Coordinator decided that new training procedures must be adopted because the I.G.E. Model differs radically from the present approach. While no regular meetings for group discussions and training have been scheduled for teachers, training in the new approach will focus on individualized instruction techniques, different approaches to reading, implementation of the I.G.E. Model and assessment techniques. The Component Coordinator, PDC Coordinator and the two PDC consultants will be heavily involved in designing the new teacher training program. In addition, the I.G.E. Kettering Model's affiliate has been approached about their possible involvement in the training process. The PDC Coordinator anticipated that teacher training would begin in February.

Preservice and inservice training, February to June 1975. During February, the Component Coordinator, PDC Coordinator and two consultants agreed that it would be more practical to use the I.G.E. training program rather than design a new one. Subsequently, arrangements were made for training and the schedule was established. The people who would direct the training were also identified.

Training sessions were scheduled for March 6, March 24-25, April 17-18, May 8-9 and May 20-21. These training sessions have been specifically designed to deal with the various aspects of the I.G.E. system. The Bilingual/Bicultural Consultant added one session on bilingual/bicultural issues. Other sessions have been planned for the summer months to deal with the evaluative and diagnostic measures that will be used with the children as a part of the individualized teaching process.

During April the Component Coordinator attended a two-week training workshop to be an I.G.E. training facilitator. Since current plans call for the PDC instructional model and curriculum to be spread throughout the school district, she will assume more responsibility as a trainer when this wider dissemination occurs.

> All of the planning requirements for training have been finished. By the end of May the teachers had completed the formal training sequence for the I.G.E., and plans were being made for additional training during the summer months. The summer workshops will include training in working with parents and with handicapped children.

Developmental support services, through January 1975. The Developmental Support Services Coordinator is familiar with the local community and she is aware of community resources that are available to meet the needs of PDC children. To ensure appropriate and effective communication, she has added key people to the Developmental Support Services Committee: the County Welfare Director, County Public Health Nurse, County Health Migrant Nurse and the Public Welfare Supervisor. The committee had met once in December, at which time members were informed of the support services component planning tasks. Although PDC children had not been identified, the Component Coordinator had started to assess the medical, dental and nutritional needs of prekindergarten children, some of whom will be in the PDC program next year. The assessment includes hair inspection, complete observation/inspection of each child, vision screening, height and weight measurements, and a check for needed dental work. Once identified, all PDC children will take part in this assessment and they will also be given a hearing screening and a TB test.

The Component Coordinator had also developed a record-keeping system to coordinate direct child services and referrals. After the PDC children are identified, she will visit the various community agencies and find out what services, if any, each child qualifies for under federal or state programs. This information will be recorded in each child's file as well as information about services provided by the school or other outside agencies. The project has a list of other local organizations, such as the Lion's Club and the Jaycees, that might be able to respond to the needs of PDC children and families. These groups were to be contacted in May.

The Component Coordinator's plans for next year include a more thorough follow-up of children, working with teachers in placing children in the classroom with hearing/vision problems, working with parents more closely regarding the health of their children, conducting teacher workshops on health, and working more closely with cafeteria personnel to make sure children's daily nutritional requirements are being met.

Developmental support services, February to June 1975. Although the Component Coordinator had established the basic groundwork for support services and had developed a record-keeping system early in the planning year, she has been unable to further the work on the assessment of the needs of the PDC children since they were not identified until late May. However, the school does provide for the assessment of the needs of all children who are entering school, so she only has to collect those existing records for the PDC children. No additional, special screenings are necessary. All PDC children entering school for the first time will be assessed.

When asked to describe the anticipated support services system, the Component Coordinator stated that assessing the needs of children will include such areas as dental examinations, eating habits, hearing impairments, immunization updates, medical examinations and eyeglass repairs. Locally available resources to be used are the Mental Health Clinic, the Texas State Department of Public Welfare, the Southwest Texas Van Program for Family Planning, Fair Chance, Inc., Texas Education Agency (funding of deaf education program), the County

Health Department, a pharmacy and a medical and x-ray laboratory. To establish liaison and to arrange for services from community resources, the Component Coordinator said that she plans to meet daily with the Head Start nurse for a continual monitoring of needs. Also, resource people will have regulary scheduled monthly meetings with the PDC Support Services Committee. All forms from the various community resource agencies have been collected and reviewed by the committee and these forms will be used for PDC referrals. Current plans are that children will be followed up from the time they enter PDC through grade 7.

During this year, the Component Coordinator has completed a full list of available services and referral agencies, and has obtained written commitments that are on file from resource persons. She expects to identify a specific contact person at each agency, business, or club who could accept and expedite PDC referrals. She is developing a community resource services and referral guide that would be generally available for PDC parents and other people to use and is planning a health education course for parents with emphasis on basic first aid. She has also identified "human resources" funds as being available to fill any gaps in services that might exist, including funds to cover the need for clothing, shoes and medical care; some local businesses and service clubs have been identified as being able to help in filling gaps in such services.

> It should be noted that the Developmental Support Services Coordinator has assumed heavy personal involvement with support services during this year, even before the identification of PDC children. She is already making referrals and helping families obtain needed services. In addition, she, herself, frequently takes persons to the doctor, even at night and on weekends. This personal loyalty and sense of responsibility to the people she serves seems to have played an important role in developing a good PDC image in the community. However, the Component Coordinator has had little technical assistance in relation to that invested in other aspects of the PDC program; neither of the consultants has expertise in this area, so she has relied primarily on her own knowledge and experience and that of other local persons who are involved in support services.

Parent involvement, through January 1975. The Developmental Support Services Coordinator is also responsible for the parent involvement component. Since children will not be assigned to PDC classes until this summer, the number of parents currently participating in PDC is limited.

Although parents were not involved in the original proposal writing, they comprise 20% of the PDC Council (five parents are on the PDC Council). By January, no training in decision- or policy-making skills had been provided for them, but as members of the PDC Council they have been involved in selecting an educational model and will be involved in the selection of a curriculum.

Parents of prekindergarten and kindergarten children took part in planning and constructing a playground for their children at the prospective PDC school, and in a workshop entitled "Living and Learning in the Home." The workshop had as its focus parent understanding of learning activities for children that can take place in the home. (PDC staff were instrumental in planning and implementing these activities.) Future activities include a Toy Library workshop, first aid workshop and training for parents in classroom roles. No definite plans for this training program have been made.

There had been discussion at the PDC Council meetings about developing a new system for informing parents about their child's educational experiences. Considerations included individual teacher-parent conferences and narrative reports rather than the report card system now in use.

After PDC students and parents are identified, the project intends to assess parent needs and involve more parents in workshops and training sessions.

Parent involvement, February to June 1975. Parent involvement from February to June 1975 continued in the same basic format as described in part 1 above. The five parent members of the PDC Council have also attended committee planning meetings for education and parent involvement. The parents who have been involved in meetings are mothers with small children of prekindergarten and kindergarten ages. A group of about 30 parents helped the Component Coordinator sew together carpet samples into room-size units to help furnish a specially designated PDC resource room for children.

They also painted bookshelves that will be used in the resource room. Their activities received local newspaper coverage and helped publicize the PDC program in the community.

Parents have been nominally involved in planning and decision-making as members of the PDC Council. However, the parents interviewed were uncertain about their roles in the program. All expressed the feeling that it would be better for the teachers and PDC staff to decide what should be done in the PDC program. Several professed little understanding of what had gone on in the meetings that they had attended, partially because they were about subjects foreign to them. Some had attended the meetings out of personal interest; others had come only because they had been invited. In general, the number of parents involved has been low (four or five), and they have primarily been observers.

There is no plan as such for the parent involvement component of the PDC program. The Component Coordinator and parents identified some elements that they would like to include in the program. The Component Coordinator said that she would like the parents to be trained in the curriculum model later so that they could serve in the classroom as aides. (The I.G.E. training program is only for teachers.) She would like to include training sessions for parents on first aide, home learning and home teaching materials and would also like to provide training for parents in the following jobs: teacher's aide, nurse's aide, and clerical. Most parents expressed an interest in being able to participate in the classroom. And one mentioned wanting an adult education class to improve English.

> The preparation of the playground in the first half of the year and the preparation of the PDC resource room in the last half of the year seem to have been the high points of parent participation. The fact that PDC children have not been identified has meant that PDC parents could not be directly involved in the activities of the planning year. There is no doubt that this has limited the Component Coordinator's ability to develop a parent involvement program. As was true with support services, she did not receive the technical assistance of special consultants for this aspect of the program. The few parents who have attended committee planning meetings seem to have had minimal involvement.

Services for handicapped children, through January 1975. The handicapped services component has been addressed globally by the PDC Coordinator. As mentioned earlier, the Texas Plan A Program for Educating Exceptional Children provides for identifying, servicing and mainstreaming handicapped children. The Special Education Department of the school district is funded through Plan A and has a comprehensive plan for surveying and providing services to handicapped children three years of age and older. By January, the PDC Coordinator had met with the Special Education Director to discuss the handicapped component and the need for better communication between PDC and the Special Education Department. PDC staff did not find it necessary to separately address the planning tasks dealing with surveying children's needs, assessing and arranging for community resources and locating funds to fill in gaps, since these services are provided through the Special Education Department. More communication between PDC staff and Special Education Department staff would facilitate an adequate incorporation of this information into the PDC program.

No plans exist for teacher training in dealing with handicapped children.

Services for handicapped children, February to June 1975. Since Plan A provides for an assessment of the handicaps of all children from age three on and provides all necessary services, it constitutes a continuous service system throughout the preschool and early primary years. It also provides for needed staff and materials. However, Plan A does not provide for individualization of services within the framework of the regular classroom, so PDC staff are making additional plans for these. Teachers are receiving some training to give individualized attention to handicapped children through the I.G.E. training sessions. The teachers cannot take responsibility for all the needs of handicapped children, so PDC staff plan to incorporate a part-time special education teacher on each teaching team; this person would come into the classroom to give special attention to the child in areas of learning affected by his handicap. The logistics of adding a special education teacher to each team have not yet been worked out.

Community resources, other than Plan A, have been surveyed by the Support Services Coordinator and it has not yet been determined if additional services will be needed, since the PDC children have not yet been identified. Consequently, arrangements for necessary additional resources will be made when the PDC children's needs are known.

A complete assessment and service system for handicapped children predates the PDC program at the Texas site; making the necessary shifts to provide complete mainstreaming and individualized instruction are the primary tasks remaining to be done. At the time of the second evaluation visit, the PDC Coordinator had assumed primary responsibility for making the contacts with the Plan A representative in the school district, but he had not yet resolved these remaining issues.

Services for bilingual/bicultural children, through January 1975. No coordinated BL/BC educational and developmental program had been developed between preschool and elementary school, but by January activities indicated that it would not be based on a compensatory-deficit model, i.e., the PDC staff and Education Selection Committee had selected a BL/BC maintenance model which will strengthen both languages and maintain the child's dominant language from preschool through the primary grades. PDC's BL/BC consultant had met with the Education Committee to discuss various oral language programs which could be part of the BL/BC curriculum and to review BL/BC materials that are available. Although no BL/BC resource people had yet been hired to work in PDC classrooms, seven of the 11 PDC teachers are bilingual. And the PDC Instructional Supervisor expects the staffing pattern in each unit to include both bilingual and monolingual (English-speaking) teachers and bilingual aides.

Both the BL/BC Consultant and Instructional Supervisor had discussed the need for providing special services for bilingual/bicultural children within the framework of the regular classroom. The BL/BC Consultant had given presentations on individualized instruction for bilingual/bicultural children; she had also provided PDC staff with information on bilingual/bicultural curriculum resources. The PDC Coordinator and the Instructional Supervisor had visited the BL/BC Dissemination Center in Austin, Texas. January plans called for members of the Materials Selection Subcommittee to visit the Center and review the materials. In addition, the Curriculum Adaptation Network for Bilingual/Bicultural Education (CANBBE) materials were to be reviewed, specifically the oral language and reading program materials. Plans had also been made to have the region's Education Service bring bilingual/bicultural materials to the local community to be reviewed by project staff.

Teachers have had no training in bilingual/bicultural education other than attending a presentation on models in November 1974. Although some bilingual/bicultural education training content had been specified (e.g., training teachers in cultural awareness, in teaching reading in Spanish and in being sensitive to the needs of bilingual/bicultural children) no timetable or agenda had been established by January.

The involvement of parents of bilingual children and other community members in the program during the first half of the year was limited, since PDC children had not been identified. However, the Support Services Coordinator intends to make home visits to PDC children, once identified, and to inform their parents about PDC, soliciting their support and, hopefully, their involvement in the program.

Services for bilingual/bicultural children, February to June 1975. A coordination system for bilingual/bicultural education between Head Start and elementary classes exists in that teachers from both groups are working together in planning and making decisions about the curriculum. The unit system described under "education" will provide for regular communication among the various levels involved and coordination is facilitated by the joint decision-making process between the teachers. But no provisions have been made for incorporating languages other than Spanish and English, and no provision has been made for special individualized instruction that might be needed for other languages.

Spanish/English bilingual curriculum material resources have been identified through the services of the Title VII Materials Dissemination Project at Austin, Texas, the Title VII CANBBE Project in San Diego, California, and commercial sources. Members of the Education Selection Committee decided to adopt the "BOLAR" Language System and the "BEEP" Language System. At present, the bilingual curriculum only covers language arts; other subject areas will be added gradually year by year. Materials are presently being ordered for use beginning in September.

Available Spanish/English bilingual/bicultural staff have been identified as follows: four teachers currently assigned to the elementary school, one teacher currently studying at Texas University, three Spanish/English aides, and a bilingual instructional supervisor.

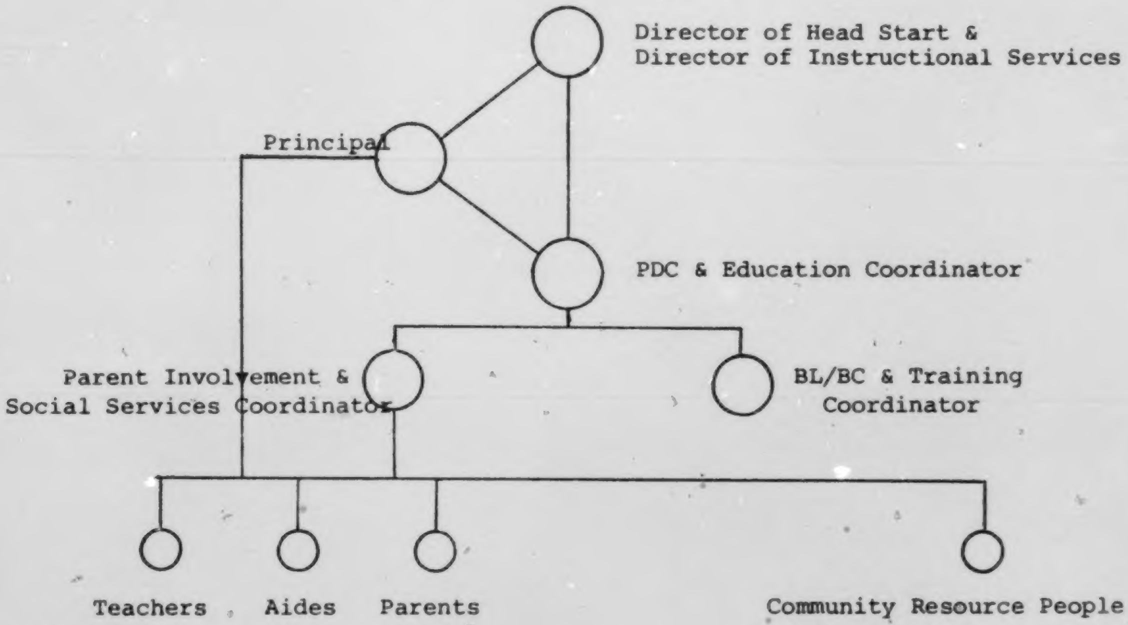
Preservice training in BL/BC education was scheduled for May 1975 and the PDC staff were going to continue training during the summer and during the operational year. Teachers will be trained in the Santa Clara Inventory of Developmental Tasks, local language screening tests for language dominance, and the BOLAR language education system. These tests will be used for the assessment and evaluation of bilinguality. Although the Texas site is a BL/BC demonstration program, there is no BL/BC specialist on the PDC staff. The Instructional Supervisor, who is responsible for this component, is bilingual, but her previous professional training has been primarily in early childhood education. She indicated that the staff has relied heavily on the input of the BL/BC Consultant, who is a bilingual/bicultural specialist. So far, planning has dealt almost exclusively with linguistic issues and little attention has been given to cultural issues. PDC staff feel that cultural elements will be incorporated indirectly into the teaching process in that Mexican-American and Anglo teachers will unconsciously be expressing their respective cultural values and mannerisms.

The staff and teachers have also discussed the possibility of using parents and other community resource people in the classroom. One of their functions would be to impart aspects of culture such as Mexican music and food as well as specific skills such as carpentry; they would also assist teachers in their daily teaching routines. Still there has not been any precise definition of what parents will do, leaving the possibility that parents might not be involved later.

BL/BC education has not been treated as a separate planning component by the Texas PDC project; instead, it has been incorporated into curriculum planning by the Education Committee. The staff and teachers have defined a coordinated BL/BC education program from preschool through grade 3 in language arts, beginning in September 1975. They have begun initial training and have ordered curriculum materials. It should be noted that everyone involved with PDC has supported efforts to establish BL/BC education. The most significant gaps in planning have been lack of involvement of parents and other community resource people and the lack of a definition of BL/BC education in subjects other than language arts.

E. Analysis of the Planning Process

The Texas PDC program is an enterprise of many people trying to establish an entity that is generally consistent with a set of guidelines set down by OCD in a way that will meet the sundry other pressures to which they must respond in their roles as educators. The formal structure of the PDC program in Texas is as follows:


Director of Head Start &
Director of Instructional Services
Principal
PDC & Education Coordinator
Parent Involvement & Social Services Coordinator
BL/BC & Training Coordinator
Teachers
Aides
Parents
Community Resource People

The analysis and interpretation of this program is presented in the sections that follow in terms of description of roles of the planning personnel, planning accomplishments and completion of planning activities, an overview and interpretation of salient features of the program as it stands at the end of the planning year and a description of the de facto definition of the PDC program.

Description of Roles

Planning for the Texas PDC program was carried out by professional staff from PDC itself and from the school district. Their roles and activities can be delineated as follows:

- Director of Instructional Services for the school district and Head Start Director. It was the Director of Instruction who first heard of the PDC program and conceptualized a project for this site. His role as the Director of Instructional Services is the more prominent of his two roles, and he tends to see the PDC program primarily as a pilot instructional program. He had significant control over the program during the planning year. He hired the PDC staff people, and he maintained control of the budget during the entire year; many administrative decisions had to be cleared through his office, and he conceptualized the instructional model for PDC and communicated that to the people who were doing the specific planning. In 1974, as Director of Instructional Services, he was responsible for the preparation of two background research reports that led to a number of recommendations on how to improve the instructional system of local schools. These recommendations included bilingual/bicultural education and individualized instruction, both of which have become keystones in the Texas PDC program.

- Principal of the prospective PDC elementary school. The Principal participated with the Director of Instruction in defining the PDC program for the original proposal and during succeeding months. He has kept an overview of the program as it has developed within his school during the planning year. He is coordinating it as a pilot program within the overall operation of the school, giving special attention to the non-PDC related needs of the PDC teachers and giving attention to operational details of the PDC program. The Principal has not been centrally involved in program design and planning.

- PDC Coordinator. The PDC Coordinator was hired in July 1974; he has been an "apprentice" coordinator to the Director of Instruction during the planning year. He has had primary responsibility for program planning and development with special attention to the definition of the educational approach, the curriculum, and the instructional model. He has developed a loose coordination system for the various PDC component activities.

- PDC Component Coordinators. One Component Coordinator has been responsible for training and bilingual/bicultural education and the other has been responsible for parent involvement and support services. The former was hired in August and the latter in October 1974. Both women have worked directly with the people involved in their respective components. They have been primarily concerned with specific planning activities and accumulating specific program resources that can be used during the operational year.

- Teachers for prekindergarten, kindergarten and early elementary. Ten teachers from these three categories have been involved in planning. During the year they have attended numerous training sessions and visited other school systems to see individualized, bilingual/bicultural classes in operation. They reviewed educational approaches and curriculum materials, attended numerous meetings to discuss them, and selected the I.G.E. system. The teachers have been actively involved in preparing the I.G.E. system for use in their classrooms and in training themselves to use this new instructional plan.

- Special Consultants. The two special consultants are professors from the University of Texas at Austin and the University of Texas at San Antonio and they have served throughout the planning year as consultants in early childhood education and in bilingual/bicultural education. They introduced alternative educational approaches to the Education Selection Committee members; they helped locate necessary materials; they helped identify schools that could be visited; they helped with the internal organization of the project, such as the PERT chart; and they conducted training sessions.

- The PDC Council. The Director of Instruction, the Principal, the PDC staff, five teachers, five parents, one community representative, and three school district support staff serve on the Council. Formally, the Council serves as an advisory body reviewing and approving PDC-related information. Rather than being a decision-making body, the PDC Council has functioned more as a forum to coordinate information reviews for the disparate groups connected to PDC. The PDC Council meets and reviews whatever work is reported to it. There seem to be few challenges to or critical reviews of the direction of PDC planning. Three factors are responsible for this situation. First, the PDC Council members are reporting to themselves. In each case a large number of Council persons have been involved in working on the committee reports that come before the Council. Essentially they are reviewing their own work. Second, there is little knowledge or information transferred across group lines, so what one group says tends to be accepted by everyone. For example, the parents rarely, if ever, challenge the teachers on educational policy because they assume that the teachers know more about education than they do. Third, all of the people working on PDC were personally selected by the Director of Instruction and are loyal to him. Consequently, there is little internal criticism.

The working relationships within the program have generally been positive. Except for the six parents and community representatives, all of the other people (14) involved in PDC are employees of the school district. As such, they work in terms of the educational philosophy of one institution. That gives them a unified institutional framework within which they can plan and make decisions.

The involvement by parents and other community representatives in PDC planning has been limited and has largely been token involvement, i.e., one or two parents observing teacher and staff discussions. This lack of participation by parents and other community representatives has meant that teachers, staff and consultants have worked in relative isolation. It can be anticipated that the resulting curriculum and instructional model might reflect a bias toward professional educators' interests and needs without necessarily including community and parental interests and needs. It also raises serious questions about whether parent involvement in the classroom has been adequately provided for and whether such involvement will be possible next year.

In sum, most of the planning was done by professional educators with minimal input from parents, aides and community representatives. Since there is no separate Head Start program in the community, Head Start personnel are professional teachers from the school district. Working relationships have generally been positive and marked by high motivation.

Planning Accomplishments by Component

The planning process for Project Developmental Continuity at the Texas site has increased in momentum and intensity during the last half of the year. Whereas 11 planning tasks had been completed during the first half of the year, 29 had be been completed by the end of the year. Table 1 gives a component by component breakdown of planning task completions. Most

Table 1

Degree of Completion of Planning Tasks by Component

Component	Number of Planning Tasks	Complete	In Progress	Not Begun
Education	9	3	5	1
Training	7	7	0	0
Support Services	6	3	3	0
Parent Involvement	9	3	1	5
Administration	11	6	2	3
Handicapped Services	8	3	3	2
Bilingual/ Bicultural	7	4	2	1
BL/BC Demonstration Project Tasks	8	0	5	3
COMPLETION TOTAL	65	29	21	15

components tend to have minimal task completions, and many of the completed tasks reflect the requirements of the basic structure of PDC (i.e., hire PDC staff and establish a PDC Council) and/or reflect services that are already available through the PDC-related institutions.

Education. The education component shows a high number of tasks still in process and that reflects the fact that many of these tasks are complicated and have required attention for a longer period during the planning year and even ongoing attention next year.

Training. Logically, one might expect that training should be done after the educational approach and curriculum have been defined. However, at the Texas site training has occurred primarily in instructional management (I.G.E.) and not curriculum. Therefore, training was begun before curriculum issues were defined. Since the training component tasks were not complex philosophical or administrative tasks, it was possible to move rapidly through them to task completion. The fact that all have been completed also suggests that this area has been defined as a high priority.

Parent involvement. Parent involvement shows an unusually high number of tasks not yet addressed, primarily because of the delay in identification of PDC children and parents. It might also reflect a lack of importance placed on parent involvement in PDC.

Local issues. Beyond these OCD-defined planning tasks, local issues surrounding the court-ordered integration plan created additional planning tasks for the Texas project. Busing had been a time-consuming issue for the school district. Since the issuance of the court order in 1971, most related planning has dealt with the logistics of busing and balanced enrollments. The comprehensive educational plan, also included in the court order, was addressed in 1974 in two commissioned studies of curriculum recommendations and again in 1975 with the advent of Project Developmental Continuity. The composition of the PDC classes is dependent on the logistics of busing which is necessary to achieve proportional ethnic balance in the schools between Anglos and Mexican-Americans.

Specific problems related to the court order that have affected PDC planning are:

- Busing of 4-year-old children. The Head Start classes that are scheduled to become part of the PDC program are made up of children who come from various parts of the city; almost none come from the immediate area. In fact, most children are being bused approximately two to five miles from their homes. Local parents are concerned that such young children will easily become lost because they will not know when and where to get on and off buses. But special busing from the door of the home to school and back would be very expensive, and it would be expensive to increase the adult supervision on the buses. As of early May, no resolution of this problem had been made.

- Head Start guidelines. Head Start guidelines require that classes receiving Head Start funds should have a 90:10 ratio of Head Start-eligible to non-eligible children. However, since the majority of Head Start-eligible children at the Texas site are of Mexican-American descent, the 90:10 ratio conflicts with the court-ordered ratio of 70% Mexican-Americans and 30% Anglos in each class or school. This problem was discussed with OCD national officials and an agreement was made to adjust the Head Start guidelines to permit compliance with the court order. Consequently, the school district utilizes Head Start, Title I, Migrant and ESAA funds for students in each classroom; Head Start funds are used only for children who are eligible for them under Head Start guidelines. This approach allows the Texas site to be in compliance with the court order.

- Identification of PDC children. As noted earlier, the prospective PDC school currently does not have any Head Start or early elementary classes. The Head Start classes currently housed at another school and some early elementary classes housed in still another will be transferred to the PDC school to make up the PDC enrollment; therefore, children will be bused from various parts of the city to make up these classes. This procedure has led to problems in identifying PDC children. Although the pool of children from which the PDC classes would be made up had been identified as early as January, specific PDC children had still not been identified in early May. The reason given for this delay was not having enough time to make the selection, although it was to be complete by late May. The program significance of this has been that planning has not been related to any special configuration of needs of PDC children and parents, i.e., attrition rates, frequencies of learning skills and problems, attitudes and interests, etc., and it has minimized parent participation in planning.

Planning Accomplishments by Type of Activity

Table 2 gives a review of the completion of planning tasks based on the type of activity. All planning tasks were analyzed for the activity required and were placed in four major categories: coordination, review and assessment, administrative decisions, and program decisions.

Coordination. Included as coordination were all activities that involved developing timetables and schedules, arranging intergroup communication, and defining relationships among people and/or groups. Almost half of these tasks have been completed, although about a quarter have not yet been addressed. This suggests that considerable attention has been given to these activities, but that gaps still remain.

Review and assessment. Review and assessment requirements included review of existing programs, review of program alternatives, surveys of resource people and services, and assessment of needs and interests. Of 11 review and assessment tasks, five have been completed and most of the others (four) are in progress. There are no major problems in this area.

Administrative decisions. Of the 19 administrative decisions, 12 have been completed. These decisions included hiring personnel, deciding on space and physical plant issues, budgetary issues, and initiating specific program activities. These were easily definable, fixed-time decisions and most have been addressed.

Program decisions. Program decisions have proven to be the most difficult planning tasks. Included here are definitions of program goals, definitions of needed program materials, definitions of training content, and definitions of program plans for instruction and support services. The lowest number (three) of completed tasks is recorded here, along with the highest number of in process (eight) and non-addressed (five) tasks. Logically, many of these tasks should have been completed prior to other planning activities, but they have become the last to be defined. A number of gaps remain in defining the program, especially in terms of parent and community involvement.

Summary. In sum, PDC planning for the Texas site has been complicated by the various busing-related issues, not all of which have been resolved. Many of the OCD-defined planning tasks have been completed, but many significant tasks are yet to be settled that will ultimately determine the extent to which PDC is only an instructional program. Over half of the tasks remain to be completed and approximately one-fourth have not been addressed.

Table 2

Degree of Completion of Planning Tasks by Type of Activity

Activity	Complete	In Progress	Not Begun	ACTIVITY TOTAL
Coordination	9	5	3	17
Review and Assessment	5	5	2	12
Administrative Decisions	12	4	2	18
Program Decisions	3	7	8	18
COMPLETION TOTAL	29	21	15	65

Program Interpretation

At the end of the planning year for the PDC program in Texas, working definitions had been made and planned-for preparations were complete or being completed. This section gives an overview of the program and an interpretation of factors that have been influences during the planning year.

- Curriculum planning experience. As mentioned previously, the Director of Instruction has given considerable attention in the past to innovative instruction. A number of the prospective PDC teachers have also participated in past experiments, including the Instructional Supervisor when she was teaching. The PDC planning team as a whole has been able to draw on that experience in choosing the instructional management system and making decisions about curriculum materials.

- Responsible job performance. The Director of Instruction, the Principal, the PDC staff members and the prospective PDC teachers have responded positively to the PDC planning tasks. Within this groups there is considerable respect and appreciation for the job that other members have done. There are no documented instances of people being unable to perform their responsibilities because of work conflicts. Lack of previous administrative experience among the PDC staff itself has been a handicap in some instances.

- Institutional support. The school district administration has been supportive of the PDC project in every visible respect. That support has, no doubt, strengthened teacher confidence in the project, and it has provided PDC with considerable freedom and encouragement to produce curriculum and instructional innovations.

- Court-order constraints. The federal court-ordered consolidation plan included requirements for ethnic balance that have affected PDC planning. Most PDC children will have to be bused to the PDC school. The logistics of busing created additional planning problems, such as crosstown busing of 4-year-old children, residentially dispersed parents, and potential discontinuities between ethnically balanced school environments and ethnically unbalanced home environments.

- Pilot program syndrome. The idea of developing a model individualized instructional program for bilingual children was mentioned in separate interviews by the Director of Instruction, the PDC Coordinator and the Instructional

Supervisor and was suggested by others. The enthusiasm to develop a model program that can be replicated elsewhere has shaped the PDC planning. Although this has led to laudable job performances, it has also led to some blind spots in the planning. For example, the non-instructional aspects of the program are not closely coordinated with curriculum development and training. While planning has tended toward technical excellence in design and abstract plans, attention to operational issues has been weak and activities have been poorly coordinated.

- The lack of internal critical mechanisms. Because of strong staff motivation toward achieving the goal of a model program and because of time limitations, there has been little attention for time-consuming, critical reviews of the program, especially of the non-instructional aspects of it. The people included in planning have been receptive and supportive toward the program. However, the planning group is largely homogeneous in that most are school district personnel. Parents and community representatives are either under-trained or under-represented and are not in a position to affect decisions about program issues relating either to instruction or to services. This homogeneity has led to strong support on the one hand, but on the other there has been no significant critical questioning of the basic direction that the PDC program is taking.

- Ethnic and linguistic barriers. Administrators and teachers said that there were no significant ethnicity-related problems affecting the program. But the Principal and Instructional Supervisor hinted at one such problem when they said that parents did not want to come to meetings. Parents were more explicit. They said that they did not like to attend meetings because the meetings were in English and they did not understand what was going on, but they would attend the meetings out of courtesy because they were invited. Time and transport were also problems for them. The question arises, Is the PDC Coordinator's peripheral role in parent involvement and support services related to the fact that he is not bilingual and is not active in the Mexican-American community? Only in curriculum issues were some potential problems with ethnic and linguistic barriers being overtly confronted by the project personnel. If parents are to be incorporated into the program, these issues must be examined, analyzed and resolved.

- Social class. Other potential problems with parent involvement in the program have more to do with social class differences. The bilingual/bicultural professionals in the program cannot necessarily communicate effectively with the parents. Even though parents have attended meetings, they prefer not to say anything because their education and skills are not the same as those of the teachers; they are lost so they do not talk. A large number of the children in the PDC program will come from low-income families and their parents will tend to be kept out of involvement by social class barriers unless some provision is made to deal with them.

- Late identification of PDC children. Planning for the PDC program was seriously hampered in a number of ways because of the late identification of children. Whatever the reason, the children were not identified until late May. This situation effectively eliminated parent involvement during the planning year in making the key planning decisions about the educational strategies of PDC. Thorough preparation for the delivery of support services were also delayed because the target population was not identified, so it was impossible to begin making specific arrangements for the program.

- Planning trajectory. Approaching the end of the school year, the project had completed almost half of the planning tasks set up for the first year. Their planning began slowly, followed by more intense activity during the latter part of the year. At the time of the first evaluation visit the project had completed few planning activities. By the time of the second evaluation visit 3-1/2 months later, they had completed almost half of the scheduled planning activities and were preparing to implement the PDC program.

In sum, the PDC program in Texas is an ambitious educational program. Many people have a stake in its becoming a successful pilot project that could be used more widely in the community and perhaps in other areas of Texas. Consequently, there is considerable enthusiasm and support to establish a good model educational program, but that has not fostered a critical overview of the strengths and weaknesses of the entire program. Personal job performances have been superb in the education, community involvement, and support services components of the program, but the commitment of resources has not been balanced across the different component areas.

The De Facto Definition of PDC

The outline of the PDC program that is emerging in Texas suggests that it is primarily a pilot instructional program, designed from the point of view of professional educators and geared for innovation in individualized bilingual/bicultural instruction. There has not been an assessment of curriculum-related opinions and values of PDC parents to determine if the program plan is culturally relevant to the population it services.

Fourteen professionals and two outside consultants have been actively working on the development of instruction-related aspects of the program; only one professional has been available to work on the community involvement and support services aspects of the program. While 14 of 23 planning tasks have been completed by local staff in instruction-related areas, only nine of 23 planning tasks have been completed in community- and support services-related areas. Next year, two-thirds of the PDC budget is slated for instruction-related efforts and one-seventh of the budget is for community- and support services-related efforts. Of 11 primary objectives articulated for the project, eight refer to classroom instruction, two refer to support services and one to parent involvement. Working with families and seeking community involvement are formally defined in the proposal as secondary objectives.

At no point in the statement of objectives is there a reference to making the instructional program (or other services) relevant to the cultural capacities and needs of the children and parents. It is defined as a bilingual program, not a bicultural program.

This suggests that the PDC program in Texas is primarily an educational program and secondarily includes service and community involvement issues. Within education the program has emphasized instructional management as opposed to definition of child development needs and related curriculum issues. Locally defined tasks have taken precedence over the national PDC requirements to develop a comprehensive program for the "total" child.

PROJECT DEVELOPMENTAL CONTINUITY
PROGRAM CASE STUDY

Utah

July 1975

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A. Introduction

Development of communication channels between the Head Start program and the elementary schools at the Utah site has been a direct result of Developmental Continuity planning year activities. Often for the first time, school administrators, staff and parents from both programs have been sitting down together at committee meetings in an attempt to make plans for a continuous educational program which will draw upon Head Start, elementary school, parent and community resources.

During this planning year a significant number of activities have been successfully completed, but sometimes ideological differences have surfaced between those involved with Head Start and those involved with the elementary schools and these differences seem to have impaired planning progress in some areas. The different attitudes are evident at the administrative level, in the committees, and among teaching staff and parents from both programs. The roots of this problem can be found in the contrasting philosophies of the educational programs and in the differences in the backgrounds and needs of both the staff and children attending Head Start and the public schools. It will be interesting to follow the Utah site's progress during the implementation year to see if constructive and agreeable compromises can be established and accepted by both groups in order to complete the development of a continuous educational program and services for the PDC children and their families.

Before reviewing the existing educational setting and describing the site's progress in planning for Developmental Continuity, it is important to understand the context in which these activities are occurring. This introduction describes the community in which the program is located and the events that led to the establishment of a PDC demonstration site.

The Community

The city in which the Utah site is located contains approximately 550,000 people and is located at the western edge of the Rocky Mountains. Eighty-six percent of the city's population is Caucasion; Mexican Americans (10%), Blacks (2%), and Asians and Native Americans (2%) make up the remaining 14%.

Centrally located, the Utah PDC site is a major supply and distribution center for the west central United States and is crisscrossed by railroads and interstate highways. Thus, the Union Pacific Railroad, trucking lines, and telephone communication services provide job opportunities for many citizens. Other residents are employed by state and federal government agencies that are located in the city. The Kennecott Copper Company, which operates the world's largest open pit copper mine just outside the city limits, provides additional job opportunities to local residents. Tourism is another major source of income. People from all parts of the world trek to parts of Utah to enjoy the year-round recreational areas, lakes and desert. Many visitors are also drawn to the state because it is the home of the Church of Jesus Christ of Latter-day Saints. The Mormon Church plays a significant role in the lives of residents and institutions of the PDC community and is another major employer in the area. Several colleges and universities are also located in or near the Utah PDC site.

The neighborhoods of the three schools involved in the Developmental Continuity project are very similar and the PDC schools are located within a three-mile radius of each other. Most of the homes in these neighborhoods are small, single-family dwellings, although some duplexes and a few low-income housing units are being constructed in the area. There are five parks, a public library, a golf course, a centrally located shopping center and an industrial park in the immediate vicinity. Community services include a day care center, a local community mental health clinic, and a community center.

Employment levels of parents whose children attend the three prospective PDC schools range from 70% to 80%. Most of the parents are employed as civil service workers for federal, state or city agencies in such occupations as truck drivers, garage mechanics, secretaries, clerks and food service personnel. The majority (85% to 95%) of the families have two parents in the home, with an average of three to four children per household. Local attitudes toward federal programs reflect both ends of the political spectrum, with conservatives skeptical about the desirability of federal involvement in education and liberals more supportive of such involvement.

The Origins of Developmental Continuity

The Director of Federal Programs for the local school system was contacted in March 1974 by regional OCD officials concerning the potential availability of funds for a PDC project. She received input on the advisability of instituting a PDC program in the area from several administrators, including the Superintendent of Schools (an early education specialist). Local educators had already recognized the discontinuities between the Head Start program and the elementary schools and wanted to alleviate this problem. Developmental Continuity looked like an ideal solution to them and they expressed their willingness to attempt such a project.

The Director of Head Start for the public schools, the Head Start Director at the grantee level, the President of the Head Start Parent Policy Council, and the Principal of one of the elementary schools, worked with the Director of Federal Programs on the funding proposal which was submitted to OCD on May 16, 1975. The local Community Action Program applied as the grantee and the local school district was designated as the delegate agency. The Preschool-School Linkages Model was selected because the Head Start and elementary schools were housed in separate facilities. Notification of award was received by local officials on June 29, 1974.

Several elementary schools with large enrollments of children who had experienced Head Start were included in the proposal as potential PDC schools. Following the OCD ruling that schools with Follow Through programs could not participate in PDC, most of the schools with large numbers of incoming Head Start children had to be eliminated from consideration. In order to meet the sample size required for the PDC evaluation, it was necessary to include three elementary schools (hereinafter designated as School A, School B, and School C). Consequently, the Utah PDC program has 35 K through 3 classrooms. In addition, nine Head Start classrooms were incorporated into the program bringing the total number of classrooms participating in PDC to 44, serving approximately 1,100 children. As a result, Utah is one of the largest PDC sites. (The PDC Coordinator has expressed concern about the size of the program and feels that a program with fewer classrooms would be easier to implement.)

B. The Educational Setting

The Head Start Program

The Head Start program at the Utah PDC site is housed in "School D" and children are bused there from throughout the city. School D is an elementary school building which became available to Head Start because of shrinking enrollments in the local elementary schools. The program operates 18 double-session classes and one home-based model for 360 children. Nine of the classes meet from 8:45 to 11:45 a.m. and nine from 12:45 to 3:40 p.m. The nine morning classes will be participating in PDC in fall 1975 with approximately 180 children. About one-third of the PDC Head Start children will be entering the three PDC elementary schools; these children will be clustered together in four Head Start classes.

The Head Start Director for the public schools supervises a staff of approximately 50 full-time and 25 part-time people. One teacher and one aide are assigned to each Head Start classroom. Classroom staff either have a morning or afternoon class with the remaining time scheduled for planning, training and parent meetings. The classroom staff-pupil ratio is approximately 1:10, but additional adults are always in the classroom because parents regularly participate in teaching activities. About half of the teachers have B.A. degrees and about the same number are bilingual (Spanish, French, Japanese and Lebanese). Teachers have an average of five years of teaching experience and many are former Head Start parents.

The Head Start philosophy focuses on the total child with particular emphasis on physical, intellectual, and social-emotional growth. It is felt that only when individual needs in all of these areas are met, can children realize their full potential. Such a program approach requires staff involvement with the entire family to insure program success.

Head Start operates within an open classroom framework and the daily routine includes both teacher-directed and child-initiated activities. Each classroom is divided into different learning centers. During child-initiated time, children work at the learning area of their choice

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or participate in free play. Teacher-directed group activities involve stories, songs, show and tell, and so forth. Breakfast and lunch are served family style and provide opportunities for staff to teach nutrition and proper health and eating habits to the children. A formal Head Start Curriculum Guide, which specifies skills and appropriate training exercises is used by some teachers for daily planning. The Guide covers such topics as physical and social development, science, speech and language development.

Since family involvement is a major goal of the Head Start program, parents are active in program decision-making as members of the Head Start Policy Council and many staff members are parents of Head Start children. In addition, the Head Start program stresses parent involvement in the classroom so many parent volunteers participate in classroom activities. A Head Start newsletter and monthly parent meetings provide additional information about the program to all Head Start families. Teachers meet with parents on a regular basis throughout the school year to discuss their child's progress and to describe home activities that can be used to supplement classroom learning experience.

Medical, dental and psychological services required for Head Start children are provided by Head Start support services staff or community agencies through staff referral. The present Head Start support services staff includes two full-time nurses, a medical assistant, three full-time social workers, two full-time outreach aides, three part-time psychologists, a speech therapist, a special education teacher and a physical education instructor.

The Elementary School

As noted, there are three elementary schools scheduled to participate in PDC. There are eight kindergarten, nine first, nine second, and nine third grade classes at these schools. The kindergarten classes are on double sessions. One teacher is assigned to each elementary classroom. One paraprofessional aide is assigned to the kindergarten classes at School B, but no aides are in any other designated classrooms. The teacher/child ratio for the classrooms averages approximately 1:25. The teachers have an average of nine years of teaching experience. Non-teaching staff at each school include one administrator, part-time consultants and special services staff.

The educational philosophies of the three schools differ. School B and School C stress basic skill development via teacher-directed instruction within the context of self-contained classrooms. There is some trading of classrooms among teachers at these schools. School A also focuses on basics but uses a more individualized approach with several classes in one large room and team teaching. Some of the classes at School A have vertical assignment of first, second and third graders. PDC staff recognize that major differences exist in the educational programs at each school and hope that staff from School A can assist other teachers in using a more individualized approach. Other teacher specialists will be identified and used for inservice training.

Parents of elementary children are members of the PTA and the Community-School Improvement Council groups at all three schools but there is more parent activity at School A than at either School B or School C. Generally, at all three schools, parents do not have a direct say in school policy, nor do they participate extensively in the educational programs.

Health services at all three elementary schools operate on a traditional screening and referral system. A complete medical and developmental history is required for all children; screening tests are required for growth, vision, speech, hearing and immunization status but dental screening and treatment services are not provided. When necessary, referrals are made to outside agencies for medical treatment. Psychological evaluation and follow-up services are available on a consultation basis through the local school district. The nutrition program at each school includes health and nutrition taught as part of the curriculum and a hot lunch program. Special services are provided for handicapped or bilingual/bicultural children in all of the elementary schools, and children are mainstreamed whenever possible unless it is more beneficial for the child to attend a special school.

The Relationship Between Head Start and the Elementary Schools

The administrative structures of the Head Start program and the elementary schools differ greatly. At the elementary schools, the respective principals are largely responsible for administrative decisions, while the administrative structure of the Head Start program is more of a participatory system, with joint decision- and policy-making by parents and staff.

Cultural and socioeconomic differences separate Head Start and the elementary schools. The children in Head Start have all met financial guidelines. In contrast, fewer of the children in the three elementary schools fall within Head Start financial guidelines. Thus, the needs of the families in these two groups for support services are very different.

The educational philosophies of the Head Start and elementary programs also differ significantly. Head Start emphasizes general development of the whole child while the elementary schools emphasize basic skill development. Partly due to a difference in funding levels, the teaching strategies and comprehensive services of the two programs are also different. Head Start focuses on child-directed and teacher-directed activities and support services are an integral part of the program. The elementary schools have fewer supplementary services than Head Start, and two of the schools concentrate on teacher-directed activities while the third has individualized instruction.

Teacher training is an important aspect of Head Start's personal development and parent involvement program and time is budgeted to allow for many training workshops and related activities. Training specialists supervise teachers and paraprofessionals receive on-the-job training by working with classroom teachers and special services staff. In contrast, training activities are minimal at the elementary schools (partially due to funding). Teachers generally seek additional training opportunities at graduate institutions in and near the PDC's site. (It should be noted that Head Start staff are not required to meet public-school teacher certification requirements, which may be a major reason for the emphasis Head Start places on teacher training efforts.)

Parents are active in all phases of the Head Start program as policy-makers, teachers, classroom paraprofessionals and volunteers. At the elementary level, School C logged 438 parent volunteer hours, School B logged 1,840, and School A logged 2,063 hours of participation by parents. But, for the most part, parents do not play major roles in program decision-making at the elementary schools.

As mentioned above, Head Start has incorporated support services directly into their total program delivery system. Many staff are involved in insuring that all of the children receive necessary screening tests and treatments.

The elementary schools do not have extensive support services programs nor do they have staff to conduct such programs. Except in extreme cases, responsibility for support services is left to individual families and other community agencies.

Handicapped children are mainstreamed in the Head Start program. As mentioned, handicapped children are also mainstreamed at the elementary school, unless it is deemed more beneficial for them to attend a special school. There is an attempt to provide bilingual/bicultural services in the Head Start program, but these services have not been needed at the elementary schools. If, however, a need for such services develops, there are resources available to help.

In sum, the relationship between the Head Start program and the elementary schools is still being established. Apparently due to different educational philosophies and socioeconomic and cultural factors, a communication gap does exist between members of the two groups. How serious the effects of this communication gap are on program development is yet to be determined and will depend on the efforts of personnel from both groups to come together and compromise during the implementation year.

C. Opinions and Attitudes of Program Personnel

Interviews were conducted with the PDC Coordinator, the grantee's representative, the PDC Council Chairperson, the Head Start Director of the public schools and the three Elementary School Principals. Respondents were asked to give their personal evaluation of the success of program planning this year and to anticipate implementation success next year. Each interviewee was also asked to identify the factors or forces that had most contributed to the shape of the PDC program up to this point. Due to space limitations, short, paraphrased summaries of the responses of four of these individuals are reproduced below to provide a direct expression of their concerns and interests. The concluding section analyzes the patterns of opinion that emerged in the responses of all seven persons as they discussed the Developmental Continuity Project.

PDC Coordinator, (May 14, 1975)

The PDC Coordinator believes successful planning has taken place in the parent involvement and education components. *This is because a group of parents from Head Start and the elementary schools worked together to develop a parent program and wrote the parent involvement section of the proposal. Parents from Head Start have set a good example for parents from the elementary schools by their interest in program development activities. Planning for the education component has been a success because the elementary teachers' attitudes, which initially were negative, have become more positive toward PDC and Head Start. Several meetings of PDC staff and teachers have made this change possible.* (The PDC Coordinator is still concerned, however, about teacher attitudes next year.)

The interviewee mentioned several general reasons for program successes. *First, staff have worked to ensure that PDC has a high visibility and communication level during the year. As a result, the program has touched base with a lot of people. Second, PDC is based on a sound philosophy--you can't argue with motherhood and apple pie. Third, the Superintendent of Schools has helped us by his active involvement and support for educational change and training. PDC staff capabilities have been another positive influence in the success of the program.*

Planning for the bilingual/bicultural component has had many setbacks, according to the PDC Coordinator. *The whole program is in a state of confusion because a good assessment of bilingual/bicultural needs was never conducted. The absence of staff expertise and of a good outside consultant also hurt program development.*

When asked to describe the contributions of the PDC Council, she said...*the Council has set policy decisions and reviewed next year's proposal. Most of the Council members are also members of at least one planning task force. The task forces have been responsible for developing the components of the program and I'm convinced they have done a good job.*

The PDC Coordinator feels the handicapped component will be completed successfully in the fall because there are no severely handicapped children in the PDC program.

When asked to describe the factors that have influenced planning activities during the year, she thought that a major, overriding factor was...*too much to do and too little time to do it. As a result, training and planning activities were not as extensive as desired. However, the Superintendent has provided a lot of support for the program and there has also been a good relationship between PDC, the Board of Education and the local Community Action Program.*

The interviewee was asked to comment on the adequacy of the support PDC has received from the various outside agencies involved in the program. *The national OCD office provided planning money and program guidelines. We felt that OCD officials wanted PDC to work here and that their support was adequate. The representative from OCD's regional office has visited us and has helped us obtain additional federal money for the 1975-76 budget, but he has not always been well-informed. However, his support has been adequate. Public school officials (the Superintendent and Director of Federal Programs) have been supportive in interpreting policy. Local community organizations and businesses, including the Community Action program, have provided adequate program support. The money for technical assistance would have been put to better use if local consultants had been hired.*

The PDC Coordinator will continue in her role next year. She sees her role as a child advocate--monitoring classrooms, interacting with the children and assessing teacher change. She will also play a major role in the administration of the program and in inservice training activities.

When asked what she would like the program to accomplish, she replied...*to have 90% of the children reading at or above grade level by third grade. From my experience, children who read successfully also feel good about themselves.*

PDC Council Chairperson,(May 14, 1975)

(The Chairperson is a parent from School A who has been involved during the planning year as PDC Council Chairperson and also as a member of the Parent Involvement Task Force.)

Development of the parent involvement component was described by the PDC Council Chairperson as a successful planning effort because...*parents have been involved in planning activities since the inception of PDC and the staff have been receptive to parent input.*

The Chairperson feels that planning for the support services component has been successful because the Component Coordinator and the members of the Support Services Committee developed a good screening and treatment program.

The interviewee described the PDC Council as active in the development of the 1975-76 proposal and indicated that meetings were well attended. She noted that the task forces are responsible for the development of each of the program components.

She predicted that education will be successfuly implemented next year. *Putting aides in each of the classrooms will allow teachers to experiment with new teaching methods and successfully implement the new individualized curriculum. It will also benefit mainstreaming activities because there will be more time to provide individualized services in the classroom. The elementary teachers' respect for the PDC Coordinator's technical competence will also be an important factor in program implementation.*

The bilingual/bicultural program was identified as a problem area for next year because few people are interested in establishing such a program. The Chairperson suggested that additional exposure by parents and staff to bilingual/bicultural concepts may change their minds, but she personally doubted it.

The PDC Coordinator's good rapport with the elementary schools was mentioned by the Chairperson as a positive influence on planning year activities. In contrast, Head Start's attitude toward PDC has been negative, in her opinion. *They are under the illusion that children can be raised in a unstructured setting, but this is not the way the real world works.*

Next year the interviewee will step down as PDC Council Chairperson to become a classroom aide. She would like to see PDC provide support services and help the children acquire academic skills.

Head Start Director (May 13, 1975)

The Head Start Director began by saying she believes very strongly that the family, not the school, is the primary educational agent in a child's life. *The school must work with the family to develop an educational environment that will focus on the total child. The present elementary educational system is unsatisfactory because it excludes the family and only focuses on basic skills.*

Different values and life styles have contributed to a communication gap between Head Start and elementary staff, according to the Director. *Most of the staff at Head Start have casual lifestyles and have a more liberal educational philosophy. In contrast, many elementary school staff members have more conservative lifestyles and have a more traditional educational philosophy.*

Turning to the specific interview topics, she mentioned parent involvement, handicapped and support services as three component areas in which planning has been successful. *Parents have been able to bridge the gap between Head Start and the elementary schools better than any other group because they all want the best possible program for their children. Parents have worked together on the Parent Task Force to develop a parent program for the 1975-76 proposal without the help of PDC staff and I predict that parents will be very involved in PDC next year.*

The handicapped component has been successful because staff from Head Start and the elementary schools have done extensive planning for next year. All staff will receive general training in June focusing on how to work with handicapped children. Head Start and kindergarten staff are meeting to ensure a smooth transition for individual handicapped children entering the PDC schools. The Developmental Support Services Coordinator is to be commended for his hard work and supervision of the Support Services Task Force. His openness to suggestions has been an important quality in this area's success.

The Head Start Director did not mention any overall program factors which contributed to successful planning, but credited parents' commitment to the parent program, the Head Start program's commitment to change, and the efforts of the Developmental Support Services Coordinator for the success of the planning activities.

The education, bilingual/bicultural, and support services components were described as having major planning problems by the Director. *I am concerned about the relationship between Head Start and the elementary teachers. Development of the bilingual/bicultural component never got off the ground. Only a few children in the program have bilingual/bicultural backgrounds and PDC staff have not yet developed a program in this area. The support services component has not been successful because too few staff are available at the elementary level to implement the program.*

The Head Start Director described the PDC Council as...*a policy-setting body which approved the development of the proposal. The Council has also defined staff role relationships and developed organizational channels for the program.* She criticized PDC Council meetings because she felt the real issue was ignored--the communication gap between Head Start and the elementary schools. As a result, the Head Start Director believes very little trust has developed among members of the Council. On the other hand, she indicated that the component task forces were active and were responsible for program development.

No specific components were mentioned, but the Head Start Director pointed out that the success of the implementation process depends heavily on the June workshop. *If problems develop at the June workshop, they will be detrimental to the implementation effort. At the present time there are problems with all of the components.*

During the start-up year, the interviewee will continue as Head Start Director and member of the PDC Council. She will be supportive of the PDC Coordinator and PDC activities.

When asked what she would like PDC to accomplish, the Director expressed the hope that the linkage between Head Start and the elementary schools would increase. She also hopes that staff from the elementary school will change their teaching styles and recognize the importance of the role of parents in a child's education.

Elementary School A Principal (May 12, 1975)

School A's Principal identified parent involvement as a component that was successfully planned during the year. *A major reason for its success has been the active involvement of 'top notch' parents.*

Principal A is also satisfied with the development of the administration component. He praised the PDC Coordinator, the Developmental Support Services Coordinator, the Head Start Director and the administrators, teachers and parents who staffed the PDC Council and the component task forces for putting in the effort required to make the program work. The PDC Coordinator was singled out because she...*bent over backwards to listen to every point of view and tried her best to accommodate all sides in program development activities.*

Principal A mentioned the PDC Coordinator's involvement in a difference of opinion between the Head Start Director and the three elementary school principals as an example of her willingness to accommodate all points of view. *The source of the conflict is Head Start's contention that the elementary schools should adopt the educational principles of the Head Start program. The elementary principals in turn, feel that Head Start should establish performance objectives for cognitive skills. The different value systems at Head Start and* *the elementary schools have added additional friction. The PDC Coordinator has been instrumental in developing a bridge between the two sides and the problems have narrowed to a point where I believe a good administrative relationship has been established between Head Start and the elementary schools.*

The planning effort in education has also been successful according to Principal A. *The key reason has been the activities of Curriculum Task Force members who have made teachers from the Head Start program and the elementary schools realize that even though teaching techniques differ, both programs have a similar goal--the education of the children. In fact, there has even been some sharing of teaching techniques across programs. Four parents have been hired as classroom aides at School A with each aide working a 25-hour week. Head Start is trying to accommodate to the wishes of the elementary school principals by setting specific program goals in cognitive skills. These changes and the development of an ongoing relationship with Head Start personnel were more than expected during the planning year.*

The bilingual/bicultural component was identified by Principal A as the area in which PDC has had the least success in planning. *There are several reasons for the problems: failure to adequately identify the needs of the children, the wide variety of alternative educational approaches that might have been selected and the absence of an expert on bilingual/bicultural educational programs. A member of our Board of Education who is an expert on bilingual/bicultural education had recommended that a Title VII program operating here be extended to include the PDC elementary schools.*

The Principal saw the major role of the PDC Council as policy development. *The major responsibility the group undertook during the planning year was reviewing the work of the task forces and organizing the proposal. The task forces are the actual developers of the program components. All of the groups involved in PDC are represented on these committees and there are no closed meetings.*

The education and handicapped components will be the easiest to implement next year, according to Principal A. *The staff at our school are top notch and their interest in the June workshop and commitment to prepare over the summer for the new program testify to* *their interest. The handicapped component would be easy to implement because School A is already mainstreaming handicapped children.* (He explained that one of his areas of expertise is special education and that he has taught home-bound children.)

The support services component was mentioned as a potential problem area because such a program has never been implemented at School A. Principal A felt that it would take about a year to get the program running smoothly. He complimented the Developmental Support Services Coordinator for doing a fine job in trying to minimize potential problems.

As Principal of School A, the interviewee will be a member of the PDC Council again next year. He will also continue as a member of the Curriculum Task Force.

When asked what he would like to see PDC accomplish the Principal mentioned preventing deficits in basic skills and preparing the children in reading, writing, arithmetic and oral language. *I'm pleased that Head Start is developing performance objectives in academic readiness and that the elementary schools are incorporating some of the program ideas from Head Start.*

Summary

The people interviewed at the Utah PDC site represent both the Head Start and the elementary schools' points of view. The Principal of School A, the PDC Council Chairperson and the Principal of School B present a description of PDC from the elementary schools' point of view. The PDC Coordinator is also closely affiliated with the elementary schools' position but has tried to accommodate both viewpoints. The Head Start Director represents the Head Start perspective, while the grantee's representative is a neutral third force. Generally speaking, the group representing the elementary schools was optimistic about the progress made during the planning year, but the Head Start viewpoint was pessimistic. The PDC Coordinator, the School C Principal and School A Principal were current on the specifics of the program, while the PDC Council Chairperson, grantee representative, School B Principal and Head Start Director knew less about actual details. During the interview the PDC Council Chairperson openly criticized Head Start while the elementary principals took a conciliatory position. The Head Start Director was clearly dissatisfied with some of the attitudes of personnel in the elementary schools. The PDC Coordinator and grantee representative did not bring up this apparent communication gap at all.

Each of the people interviewed was asked to identify the components which have been successfully planned during the year. Parent involvement was a unanimous choice of all the people interviewed. Reasons for the success of the parent involvement component included: the parent involvement task force's development of a parent program, the leadership of Head Start parents, keeping parents up-to-date on the program, staff's responsiveness to parent input, parent aides and volunteers in the classrooms and parents' common interest in getting the best program for their children.

Principal A, the grantee representative, and the PDC Coordinator identified the education component as a successful planning effort. Principal A felt teachers realized they had common goals and began to learn from each other's programs, while the PDC Coordinator said the attitudes of the elementary school teachers were becoming more positive toward PDC and Head Start. The grantee's representative praised the process of curriculum development. In contrast, the Head Start Director viewed the education component as unsuccessful.

The same contrast was reflected in the opinions expressed about the support services component. The PDC Council Chairperson and Principal C expressed praise for the quality of the screening and treatment system which was developed and the work of the Developmental Support Services Coordinator. The Head Start Director thought planning for support services was unsuccessful because there weren't enough specialized staff members available in the elementary schools to implement the program.

Principal A was the only person to regard planning for the administrative component as a success. He felt that a good relationship between Head Start and the elementary schools was developing because of the interpersonal skills exhibited by the PDC Coordinator. He also praised the efforts of the Developmental Support Services Coordinator, the Head Start Director and the members of the PDC Council and the planning task forces.

The Head Start Director mentioned the successful planning of the handicapped component by stressing the work of the component's Coordinator and the Support Services Task Force. She also pointed out that activities in preparation for mainstreaming are already in progress.

Most of the people interviewed agreed that the bilingual/bicultural component area had major problems. Both the PDC Coordinator and Principal A pointed to the absence of a good assessment of bilingual/bicultural needs, a lack of expertise among PDC staff and the unavailability of a good outside consultant as reasons for the failure of the planning effort. The PDC Council Chairperson said the bilingual/bicultural program didn't get off the ground because nobody, including parents, saw a need for establishing a bilingual/bicultural component. The Head Start Director was concerned about the direction of the bilingual/bicultural program.

All of the people interviewed described the PDC Council's role as policy development and mentioned review and approval of the proposal as the primary activity of this group for the planning year. The PDC Coordinator also pointed out that Council members are active on the planning task forces and the PDC Council Chairperson said that Council meetings were well attended. The grantee representative thought that the Council served as a positive force, but was disappointed that teachers would not take part in discussions or vote against proposals at the meetings. Principal B felt that barriers between Head Start and the elementary schools were being broken down through the interactions at Council meetings. The Head Start Director criticized the Council for failing to deal with the real issues confronting PDC and indicated that the level of trust among Council members was low. Principal A, on the other hand, felt that the Council was effective in dealing with the real issues and had a productive year. Everyone saw the role of the planning task forces as component development.

All of the people interviewed were asked which components would be most successfully implemented next year. The Head Start Director did not mention any components by name, but indicated successful implementation would depend on the outcome of the June workshop. The PDC Coordinator, the PDC Council Chairperson and Principal A all agreed that the handicapped component would be successfully implemented. Principal A said the handicapped component would be a success because the school district has a policy of mainstreaming handicapped children. The PDC Coordinator suggested that the additional staff would contribute to the success of mainstreaming, but she also pointed out that no children with severe problems will be in PDC next year. The PDC Council Chairperson emphasized the addition of classroom aides as a positive factor.

Principal A, the PDC Council Chairperson and Principal B mentioned education as another component that will be successfully implemented next year. The reasons for this forecast included: the addition of classroom aides, teacher interest in the program, the quality of staff and teacher training activities.

Next, the people interviewed were asked to identify the components which would have problems during the implementation year. The PDC Coordinator and the Head Start Director agreed that there would be implementation problems with all of the components, but didn't mention any by name. Principal A mentioned that the use of outside agencies for support services was a new concept and might take a year to become operational. The PDC Council Chairperson mentioned the bilingual/bicultural component. The grantee representative doubted that teachers would change their teaching styles significantly, while Principal C thought parent aides and volunteers would have a hard time adjusting to a structured classroom setting.

All of the people were asked what their role would be in PDC next year. The PDC Coordinator will be responsible for the administrative operation of the program. She will also play a major role in inservice training and act as a child advocate by monitoring classrooms, interacting with children and assessing teacher change. The Head Start Director said she would be a member of the PDC Council and would be supportive of the PDC Coordinator, the PDC program and staff. Principal A will be a member of the PDC Council and Curriculum Task Force. The PDC Council Chairperson indicated that she would step down to become a classroom aide. Principal C said that, as Principal of School C, he would work closely with parents and teachers to instill a feeling of confidence in PDC. Principal B views himself as a facilitator and will be available to help in any way that he is needed. The grantee representative will make sure PDC meets the program guidelines; she will also act as an advocate of low income people, and as a consultant on contacts with Washington, social service programs and parent involvement.

Each of the persons interviewed was asked to identify the factors which influenced planning year activities and both positive and negative influences were identified. The positive influences mentioned include:

- awareness of Head Start by the school system

- the PDC Coordinator's organization, leadership and rapport with the elementary schools

- the Superintendent of School's support of PDC

- a good relationship between PDC, the Board of Education, and the Community Action Program

- parent awareness and involvement with PDC

- the June training workshop

The negative influences that were identified included:

- too much to do and too little time in which to do it

- cultural differences between the elementary school staff and Head Start staff

- the lack of time for elementary school personnel to participate in planning activities

- the program is "middle class" and is not as concerned as it should be with low income families

- failure of elementary teachers to take a position and defend it in policy development meetings

- some parent and teacher resistance to federal programs

Last, everyone was asked what they would like to see PDC accomplish. Several respondents mentioned increased academic skills on the part of children as a desired program outcome; one person also mentioned individualized instruction. The PDC Council Chairperson pointed to the effectiveness of a support services program in the elementary schools. Principals B and C stressed parent involvement in the schools as an important goal. The Head Start Director mentioned the development of a linkage mechanism between Head Start and the public school system and convincing elementary teachers of the importance of the parents' role in their child's education. Principal A talked of incorporating some of Head Start's practices in the elementary schools and emphasizing more academic readiness in Head Start.

D. The Planning Process

Arrangements for Planning

It was agreed that the group who worked together on the proposal would act as a Steering Committee during the early development of the program in the planning year. Accordingly, this committee was responsible for interviewing and hiring PDC staff for the planning year. One applicant had accepted the position of PDC Coordinator during the summer, but before she could assume the responsibilities of the job, she moved from the area. While considering other applicants, the Steering Committee discovered that the Supervisor of Elementary School Language Arts and Social Studies for a school district just outside the city was looking for a new position within the local school district. She was offered the job of PDC Coordinator by the PDC Council and was officially hired on October 15, 1974. However, she had been actively involved in PDC planning since late September 1974. In addition to her experience as an elementary schoolteacher, the PDC Coordinator has served as a consultant and volunteer on educational topics in and around the local area. She recently completed a doctorate in educational administration.

The Steering Committee hired the Coordinator of Developmental Support Services on September 20, 1974; he is also responsible for implementing the handicapped component. Actually, his responsibilities span the whole PDC project and the PDC Coordinator refers to him as her co-director. He recently retired from the Air Force where he was active as a counselor and instructor on social welfare issues. He is presently pursuing a master's degree in educational psychology. Both the PDC Coordinator and Developmental Support Services Coordinator attended the Washington, D.C. orientation meeting sponsored by OCD on September 24-26, 1974 and were accompanied by members of the Steering Committee.

Several parents were hired by the PDC Coordinator and Developmental Support Services Coordinator to fill the other PDC staff positions. Two persons were hired on December 1, 1974 to coordinate the development of

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parent involvement in PDC. The PDC secretary was hired on October 15, 1974 and three part-time outreach aides, one for each elementary school, were hired on February 10, 1975. Two of these outreach aides are no longer employed and the third has become a full-time employee.

The PDC Council evolved from recommendations of the Steering Committee in October 1974 and the PDC Coordinator recruited additional members from the different interest groups affiliated with the program. Each elementary school's Community Improvement Council (which is composed of teachers, parents and neighborhood residents) elected one representative to be a member of the PDC Council. Also, the Head Start Parent Policy Council elected two representatives to be members of the PDC Council. Staff at each of the elementary schools and the Head Start center also selected PDC Council representatives. In an effort to place more parents on the Council, a list of parents with Head Start and elementary school experience and a demonstrated interest in school activities was drawn up. The Steering Committee, with the cooperation of the three elementary principals, selected one additional parent representative from each school. All members of the original Steering Committee are on the PDC Council. The PDC Coordinator and the Developmental Support Services Coordinator are non-voting members of the Council.

The PDC Coordinator sees the role of the PDC Council as that of a "Board of Directors" with program decision-making authority. However, she believes that the Council's ability to enforce decisions will be directly related to the cooperation of the staff and parent groups at each school and at the Head Start center. She also points out that ultimate decision-making authority rests with the Board of Education as the delegate agency.

Program staff have mixed feelings about the involvement of OCD regional and national officials. The representative from the regional OCD office has visited the site and has provided valuable assistance in helping PDC staff members understand the administrative structure and routines of the national and regional OCD offices. He has also helped PDC obtain additional funds from OCD for the 1975-76 school year. However, his advice has been based on inaccurate information on several occasions, according to the PDC Coordinator. Valuable technical assistance has been received from a staff member of the Education Commission of the States, who is working with national OCD officials. She visited the Utah site in early December 1974 and provided answers to several questions about planning year tasks. The PDC Coordinator stated that she believes OCD staff want PDC to work at the Utah site.

The Technical Assistance Consultant is onsite one week each month and has provided resource information and expertise on Head Start programs to PDC staff. The PDC Coordinator believes this input complements her own perspective, which is from the "elementary school" point of view. The TA Consultant has helped PDC staff develop a list of consultants who could take part in PDC training programs. Efforts have been made to include nationally known figures on this list. The TA Consultant has also been helpful in identifying and evaluating potential curriculum materials and in helping staff prepare the 1975-76 proposal. However, the PDC Coordinator has suggested that money for technical assistance could be better spent by hiring local consultants to provide advice on specific problems.

In summarizing arrangements for planning activities, the PDC Coordinator indicated that the majority of changes caused by PDC will be focused at the elementary school level: changing teaching strategies, incorporating parents in program decision-making and classroom activities, establishing support services for all children and mainstreaming handicapped children.

Planning Year Activities

This section of the case study summarizes the accomplishments of the project on planning activities during the planning year. For convenience, this description is organized into two parts by program component. Part 1 covers activities from the beginning of the project through the first site visit by the evaluation team, and part 2 covers activities from that date through the end of the school year. Where there is overlap in the planning tasks set forth in the program guidelines, a discussion of a particular activity will be under the component with which it seems to fit best. Additional information on these planning activities, with special reference to compliance with guidelines, can be found in the Monitoring Report.

Administration, through January 1975. The first meeting of the PDC Council (November 18, 1974) was an all-day orientation session for persons interested in PDC. Head Start and elementary school teachers, parents, administrators, community representatives and PDC staff attended this meeting. The Superintendent of Schools, a member of the Board of Education, and a representative from the State Office of Child Development also participated in this all-day conference. Topics for discussion included the PDC philosophy, the role of the PDC Council, the creation of PDC task forces and a review of the program guidelines. In addition, several training activities and presentations were made by guest consultants.

One of the first activities of the PDC Council at its November 18 meeting was to establish planning task forces that would be responsible for the education, parent involvement, developmental support services and bilingual/bicultural program components. Individuals have been appointed chairpersons for each of the task forces and they have been directed to keep the PDC Council informed about the activities and progress of their respective groups. Membership on each task force spans administrators, parents and staff from Head Start and the elementary schools. The PDC Coordinator assembled a list of task force goals and responsibilities which was distributed to every member. It is understood by the PDC Coordinator that all task force decisions will be subject to review and approval by the PDC Council.

The second meeting of the PDC Council was held on January 9, 1975. The meeting centered on organization of the Council and the goals and operation of the task forces. A Head Start parent* was appointed Chairperson of the Council, and a parent from School A became Co-Chairperson. Program goals and objectives were formulated by the Developmental Support Services Coordinator and the PDC Coordinator and were submitted to the PDC Council for approval. PDC was recognized as an educational program which focuses on the whole child, especially intellectual, physical and social growth, and views parent involvement as essential to the success of a child's education. A philosophy was being developed for each of the program components and copies were to be included in the 1975-76 proposal. A tentative timetable for the planning year was formulated by the PDC Coordinator and Coordinator of Developmental Support Services and is being used as a guideline for planning year activities.

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*The Head Start parent later stepped aside because of pressure from local Head Start and school officials and representatives from the regional OCD office who felt he held too many Head Start offices. The Co-Chairperson is now Chairperson of the PDC Council.

A workshop to train parents in decision- and policy-making skills was held on December 9, 1974. The President of the County Head Start Policy Council conducted the workshop and members of the Parent Involvement Task Force and a few other parents attended. Topics covered in the workshop included the role of parents in Head Start, communication and decision-making skills, and volunteering in PDC classrooms. Additional parent training was scheduled to occur at a June 1975 workshop. Suggested workshop topics include communication skills, parents in the classroom, and the role of volunteers.

Concern has been voiced about the size of the PDC budget by both the PDC Coordinator and the Director of Federal Programs, especially in light of the size of the program in Utah. Efforts have been made to find alternative funding sources which could supplement presently anticipated funds. Money from Title VII has been ruled out because bilingual/bicultural program requirements are not applicable, but the PDC Coordinator believes some funding may be available in conjunction with Title II Programs on Innovative Education.

Administration, February to June 1975. The PDC Council met formally in February, March and May, but there was no meeting scheduled in April because teaching staff were busy with testing programs and other special activities. A review of the membership of the Council indicates that it is representative of all of the groups participating in PDC except for parents from School B. The following is a list of the groups that are represented on the PDC Council:

- Board of Education
- School district
- Community action program
- School Principal
- Head Start Director

- Head Start teachers
- Head Start Parent Policy Council
- PDC Linkages staff*
- Elementary school teachers
- Support services
- Parents
- Community representatives

The PDC Coordinator indicated that except for the Board of Education members, a community representative and three elementary school parents, the members of the Council have regularly attended meetings. No major changes in the composition of the Council are anticipated for next year, but a new chairperson will be selected because the present one is stepping down to become a PDC classroom aide.

The PDC Council continues to monitor task force activities and act as a forum for the various groups that are participating in PDC. However, there are differences of opinion between Head Start and the elementary school representatives as to the Council's effectiveness. These contrasting opinions are directly related to the philosophical and cultural differences between the Head Start program and the elementary schools, according to all those interviewed. The PDC Coordinator, the three elementary school principals and the PDC Council Chairperson generally agree that the Council has been effective as a forum for policy development and decision-making. The PDC Council's review and approval of the proposal for the implementation year is pointed to as an example of Council effectiveness. Most of the representatives from the elementary schools also indicated that, after an initial period of tension between Head Start and the elementary representatives at Council meetings, a better understanding has developed between the two groups.

In contrast, the Head Start Director, while agreeing that the PDC Council took an active policy-making role, criticized the Council for not dealing with the real issues. She feels the communication gap between the elementary staff and the Head Start program is being bypassed at Council meetings when it should be addressed directly. She states that only by facing the problem directly can it be resolved and a "level of trust" be developed between the two groups. She faults the elementary school representatives because they refuse to address the conflicting issues during meetings. As a result, the Head Start Director believes the PDC Council has not been effective.

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*PDC staff are non-voting members of the Council

Communication between the PDC Coordinator and the principals on the one hand and the Head Start Director on the other has been poor throughout the year. According to the PDC Coordinator, efforts are being made to improve communication with the Head Start Director and to get her more involved in PDC planning activities.

A statement of the relationship between the Head Start grantee, delegate agency and elementary schools has been included in the 1975-76 proposal. The roles of the Head Start Center Committee and the elementary school parent bodies and their relationship to the PDC Council has also been specified. The grantee (the Community Action Program) is recognized as the agency which is ultimately responsible for PDC. The Board of Education, as the delegate agency, has agreed to cooperate with the grantee in the administration of the program; both the Head Start program and the elementary schools are directly responsible to the Board of Education.

Initial contacts have been made with Title III and Title VII funding sources to determine if additional monies were available for PDC activities. Title VII funds were ruled out because PDC staff and members of the PDC Council felt that the local bilingual/bicultural Title VII program was inappropriate. Requests for funding may be made for Title III funds, but not until after June 30. Some Title I money has been obtained for PDC salaries, with the help of the Director of Federal Programs. A portion of the PDC Coordinator's salary will be paid with Title I funds in return for services to the Title I school.

A coordinated plan for the implementation year has been developed and was included in the 1975-76 proposal. However, the implementation year plan focused primarily on Head Start and kindergarten with much less emphasis on grades 1 through 3.

The education, support services, handicapped and parent involvement sections of the 1975-76 PDC proposal were developed within the appropriate task force groups. The PDC Coordinator and the Developmental Support Services Coordinator developed the other components and organized the proposal into an integrated document. The Director of Federal Programs, the grantee representative and the PDC Coordinator took responsibility for organizing the budget for the start-up year. The PDC Council reviewed the proposal on March 13 and approved it with some modifications; on March 26 copies of the proposal were submitted to OCD. A set of PDC by-laws which was to be approved by the Council before June 30 were included in the proposal.

In early May, the PDC Coordinator received a phone call from OCD explaining that $30,000 in additional funds would be available for the Utah PDC program during the implementation year. According to OCD, a major reason for selecting the Utah PDC site for additional funds was the size of the PDC program. Tentative budget plans allocate money for a parent coordinator, a parent involvement fund, four aides to staff second grade classrooms, medical and dental expenses, fringe benefits and inservice meetings in the fall for Head Start and kindergarten teaching staff.

In sum, progress in the administration component area has been satisfactory for most of the planning tasks. The PDC Council has been formed and represents all of the groups participating in PDC. The relationship between the different groups and their roles on the PDC Council have been specified. Program goals, objectives and priorities and a timetable for planning have been established. Sources of supplemental funds have been contacted and OCD has provided additional money for the implementation year. A coordinated plan for implementation has been developed but focuses almost exclusively on the Head Start and kindergarten levels. Training activities for parents, teachers and administrators did not occur during the year but were planned for June. A budget and proposal for the 1975-76 school year was submitted on time to OCD. Although a communication gap between Head Start and the elementary schools has affected the administrative relationships between the two programs, PDC planning activities have continued because of the strength of the PDC Council and the fact that most of the program changes are taking place at the elementary school level.

Education, through January 1975. The Curriculum Task Force started working on curriculum development and implementation of the educational component on December 4, 1974. Two teachers--one from Head Start and one from an elementary school--are co-chairpersons of the task force. Other members of the Curriculum Task Force include the PDC Coordinator, the Principal of School A, two parents (one from Head Start and one with children in the elementary schools), the Education Director of Head Start, and a group of teachers representing all grade levels. Five of the teachers on the task force are permanent members, for purposes of continuity, while the other five positions rotate among all teaching staff to insure complete feedback and to engender feelings of personal commitment to the project. A faculty member from the University of Utah who specializes in learning disabilities is also a permanent consultant to the Curriculum Task Force.

By February, the task force had assessed the existing curriculum in the Head Start program and in the elementary schools. A philosophy of education had been approved which emphasizes an academic readiness preparatory program and basic skills mastery within a balanced framework of group and individualized instruction. Changes in teaching strategies were being discussed. The PDC Coordinator indicated that most of the changes will focus at the elementary school level where the goal is to develop a flexible classroom approach through individualization of instruction, increased parent involvement and hiring paraprofessional teaching assistants. She said Head Start is already utilizing these teaching strategies, but in order to facilitate transfer to the elementary school environment, additional structured, small-group activities will also be initiated at the Head Start level. According to the PDC Coordinator, no changes in the content of the curriculum in Head Start or in the elementary school were planned. Methods of diagnostic testing were being considered but none had been selected at the time of the first evaluation visit. A system for evaluating the status of the child's educational experience was being developed by the Curriculum Task Force and teachers were being involved in this task.

The PDC Coordinator reported that staff communication was adequate because of the large number of meetings and activities taking place during the first part of the planning year. All teaching staff who will take part in PDC next year had visited other classrooms to observe the teaching styles of their peers. The PDC Coordinator and Developmental Support Services Coordinator indicated that PDC staff were highly visible and were making weekly visits to each elementary school and to the Head Start Center. The PDC Coordinator usually worked with the elementary school staff and the Developmental Support Services Coordinator with Head Start personnel.

Plans were also being formulated for making agreed-upon changes in room arrangement, staffing patterns and classroom materials. The physical arrangement in the elementary school classrooms will be changed to make them conducive to a more flexible approach. The Superintendent of Schools has promised to provide a significant number of paraprofessional aides for elementary school classrooms; full-time aides will be placed in each kindergarten and first grade classroom this spring so they can participate in the June workshop.

Education, February to June 1975. The Curriculum Task Force has been meeting regularly throughout the planning year. Members of the task force have been working on an individual basis and in small groups to develop the education component. The Consultant for the Curriculum Task Force, and the PDC Coordinator coordinated this effort. Utah's PDC proposal states that next year the Curriculum Task Force will be a standing committee and will be responsible for reviewing curriculum materials and recommending changes in PDC curriculum content. Curriculum planning is scheduled to be completed by June 1976.

The Curriculum Task Force has not addressed the issue of coordinating curriculum content from Head Start through third grade. The Head Start and elementary curricula which were operational during the planning year will be the basis for the PDC curriculum. The Head Start Curriculum Guide developed by the Head Start staff and approved by parents in the spring of 1974 is being used as the basis for the Head Start classroom teaching focus. The Guide emphasizes children's affective, physical and cognitive domains. Nutrition, cultural awareness and language arts components will be added to the Guide in the spring of 1975.

A curriculum guide entitled Minimal Skills was developed by a group of elementary teachers from the local school system in the fall of 1974 and is being used as the basis for the elementary classroom activities. The goal of the teachers who designed the elementary curriculum format was to help improve the reading, writing and mathematical skills of children in the local elementary schools. There is no mention in this manual about areas other than these basic skills. However, the PDC proposal does talk about the importance of developing activities directed at the affective domain, social competence, nutrition and health. Attention will be paid to the affective experiences of the children in the elementary school by training staff to be conscious of fostering affective development and utilizing the Harcourt, Brace and Jovanovich organized series in multi-sensory experiences entitled *Self Expression and Conduct: The Humanities*. A health and nutrition education program will also be developed next year with the help of the support services staff.

PDC plans for changing the educational approach in the elementary schools have focused on increasing the number of adults in the classroom to facilitate individualization of instruction. Fourteen classroom aides were hired by PDC in March and April for kindergarten and first grade classrooms. Four additional aides will be hired in the fall to work part-time in the second grade classrooms. It was not clear whether money would be available to place aides in the third grade classrooms. PDC staff also expressed the hope that parent and community volunteers who will be recruited in the fall will further facilitate the shift in classroom focus.

The aides who were hired in the spring are all parents with children in the elementary schools except for one who was already an aide. Several parents who have been active on the PDC Council and the task forces were selected for these positions. New parents will be recruited next year to take their places on the task forces. All of the aides are already in the classrooms and are receiving inservice training from the PDC Coordinator and other staff one half-day each week. The Head Start Training Specialist has conducted a CETA training session for the aides and they were to receive additional training at the June workshop.

PDC staff are emphasizing that classroom aides must participate in teaching activities in the classroom. When one aide was consistently assigned non-teaching responsibilities by one teacher (i.e., correcting worksheets and running dittos) discussions were initiated with the teacher to correct the situation.

A system of diagnostic assessment is being adapted from a behavioral checklist that has been used in Head Start. Additional checklist categories have been identified and revisions are underway to make the instrument more compatible with the needs and activities of the elementary school children. A major effort is being made to reduce the number of categories so classroom teachers will be able to use the instrument without difficulty. Time for training classroom staff with the instrument is being set aside at the June workshop. At the present time, the checklist items are only complete for Head Start and kindergarten children. Items which will be relevant for children in the first, second and third grades will be developed during the 1975-76 school year. According to the 1975-76 proposal, the instrument will be completed by June 1976.

A grade-to-grade record-sharing procedure is being developed which will rely on the checklist and personal communication between the child's present teacher, resource education staff and the child's new teacher for the fall term. These planned discussions were already taking place between Head Start and the kindergarten staff, but it was not clear when, or if, they would occur between primary grade teachers. Next fall, Head Start staff will spend time in the elementary classrooms helping the children who experience difficulties adjust to a new setting and a new teacher.

At the time of the first site visit, meetings were underway with the teaching staff and the local Teacher's Association to resolve any fears or misunderstandings elementary staff had about PDC. One major step has been to develop channels of communication directly between PDC staff and the executive secretary of the Teacher's Association. A copy of the PDC proposal was sent to him for review and continuing contacts are planned.

> In sum, a Curriculum Task Force has been organized and has addressed the planning activities in the education component. The focus of planning has been to institute more flexible teaching techniques at the elementary school level by hiring classroom aides, rearranging the rooms and increasing parent involvement. The development of a continuous curriculum between Head Start and the elementary schools has not been addressed. A diagnostic checklist and a record-sharing procedure are in the process of being developed. The checklist and record-sharing procedure will be optional in Head Start and kindergarten in the fall, but will not be implemented in the primary grades until the latter portion of the school year.

Preservice and inservice training, through January 1975. The PDC Coordinator and the Developmental Support Services Coordinator are responsible for coordinating PDC training plans. By January, training activities had already started and plans had been formulated for additional workshops before the end of the school year. Most of the preservice training on curriculum and teaching was scheduled to take place during the 10-day workshop, scheduled to begin June 4, 1975.

The PDC Coordinator indicated that plans were being developed to include sessions on child development and teaching techniques at the June workshop. Participants will be administrators, staff and parents from Head Start and the elementary schools. While general plans have been made for the workshop, the specific agenda and statement of activities were still being developed at the time of the first evaluation visit. It should be noted that Head Start and elementary teacher attendance at the workshop will not be required since it takes place after the conclusion of the school year. However, PDC personnel are hoping for 90% attendance and are making arrangements for financial compensation and workshop credit for teachers with the Board of Education. Head Start and elementary teachers who were interviewed during the first site visit knew a conference was planned but did not know how important their attendance would be to the long-term success of PDC. It seemed clear that some lack of communication existed here and that more organization was required to insure the success of the June workshop.

An assessment of training needs for each component area was being made by each task force. The PDC Coordinator and the Head Start Training Specialist were to review the training needs of each component and develop an agenda for the June workshop. Consultants who will be available for training purposes had been contacted and had agreed to participate. A consultant from the University of Utah was to focus on curriculum development, individualization of teaching and training. The Academic Vice President of a nearby college was to focus on child development, along with the Superintendent of Schools and the Head Start Training Specialist, an expert on the Far West Lab's Follow Through Model. These consultants will also assist in training activities during the implementation year. Special services staff from Head Start and the elementary schools will conduct training sessions on support services and the handicapped component.

At the time of the first site visit, PDC staff were negotiating with the local Teacher's Association to use some of the regular time of PDC teachers for inservice training next year. They were trying to schedule teacher planning time one afternoon a month for training purposes during the start-up year of PDC. This is the only time that will be available, so the success of inservice training activities is contingent on the cooperation of the Teacher's Association.

Preservice and inservice training, February to June 1975. Formal word of the June training conference was distributed to Head Start and elementary staff and members of the planning task forces in April. In May, all parents were notified of the workshop agenda and invited to participate. A stipend of $150 was appropriated to reimburse elementary teachers for their time and all aides who attended were to be paid at their regular hourly wage. College credit for attending the workshop had been arranged. Head Start staff were to attend the June workshop and continue with their regular training activities but by May, no effort had been made to coordinate Head Start training with the June workshop or inservice training next year. It is not clear if Head Start staff will receive the same reimbursement as elementary staff for participating. The workshop was tentatively separated into two parts with the first week focusing primarily on educational issues and the second week on topics related to support services and handicapped components. Topics for the session were identified as training needs by the component task forces and through a training needs questionnaire which was distributed to teachers and resource education personnel. The five topics that were selected most by teachers were creativity, special needs of the children, behavioral management techniques, independent classroom activities and communication skills. Presentations on all five topics will be included in the workshop.

The Superintendent of Schools was to open the conference and talk on communication skills. A local college official and a nationally recognized expert in early childhood education were to speak on child development. Local curriculum specialists, teachers, parents from Head Start and the elementary schools, and the PDC Coordinator were responsible for several presentations. Local professionals in health and related field and resource education staff from Head Start and the elementary schools were responsible for other sessions. A brainstorming session on the multicultural programs was also planned.

Time has been scheduled for inservice training activities next year. Teachers in the elementary schools were asked if they would agree to participate in inservice training during their regularly scheduled planning time, after school or on Saturday once a month. The teachers did not agree to allocate this time for PDC activities, but the PDC Coordinator feels that they will change their minds in the fall when they become more familiar with PDC. However, the Superintendent agreed to set aside five days for inservice training next year; substitute teachers will be provided so that the teaching staff will be available. PDC staff have also scheduled five training days (three Saturdays, one day before the 1975 fall term begins and one day in June 1976 after the school year has ended) making a total of 10 inservice training days next year. Head Start staff have agreed to be available on these days. Time has also been set aside for group planning activities for staff from all three elementary schools and for visits by teachers to other classrooms to observe skills and demonstrate classroom activities.

> In sum, most of the training activities for the planning year were to take place at a 10-day June training workshop. Teaching staff, parents and administrators from Head Start and the elementary schools have been invited to attend. Financial reimbursement and college credit will be available for some of the participants. Consultants, members of Head Start, and elementary school staff had all agreed to make presentations at the workshop. Topics of the workshop focused on the whole range of PDC training needs. In addition, time for other inservice training activities has been set aside for next year with the help of the Superintendent of Schools.

Developmental support services, through January 1975. At the time of the first site visit, the Coordinator of Developmental Support Services had made an assessment of the nutritional, medical, dental, mental health and social service needs of the PDC children by talking with health and social service specialists from Head Start and the elementary schools. The medical and social services available through the school system had been identified and initial contacts had been made with professionals from the community. A file of the services available in the local community had been created and consideration was being given to publishing a brochure of community agencies with a list of the services they offer. The Director of the Community Service Council and the school district's Community Outreach Worker were assisting with the establishment of community contacts. Arrangements were being completed to place several graduate students in psychology, social work and education from the University of Utah on an internship basis in PDC schools next year.

The Developmental Support Services Task Force was organized in December 1974 to oversee the development of the support services component. Members of the task force include support services staff from Head Start and the three elementary schools. It appeared that this group coordinated the flow of information and that the component Coordinator really did the "leg work" involved in organizing the component. Several community groups had been identified and were willing to provide funds for medical and social services to families in need. One of the Coordinator's main objectives was to find additional agencies that would provide services of this nature so that no family would have to be without medical and/or social service assistance. Members of the support services staff of the Head Start program indicated that finding an agency that would provide dental services was also a top priority.

Developmental support services, February to June 1975. The Developmental Support Services Task Force incorporated their plans into a proposal for the 1975-76 school year. A major effort has been made to design a PDC support services referral system. A Needs Assessment Checklist has been developed by the task force which contains information on children's health, behavior, social, language and motor development. The checklists will be used by each teacher twice a year as a screening instrument to identify children's needs. Staff training in the use of the instrument was to be provided at the June workshop. Checklist categories were complete for Head Start and kindergarten but categories for first, second and third grades will be developed this fall.

When a teacher suspects there may be a problem, the Support Services Resource Coordinator at the school will be contacted. The Resource Coordinator will evaluate the nature of the problem and refer children to an appropriate specialist or community agency. A list of agencies and the services that they provide has been compiled and arrangements have been made to obtain necessary services. Follow-up meetings will be held to review evaluation finds, offer suggestions on an intervention program to the teacher and other classroom staff and provide information to parents on the outcome of the referral.

By the second site visit, arrangements were almost complete to hire four graduate students from the University of Utah to assist the resource education teams in the elementary schools. PDC will provide a $2,000 stipend for each graduate student. The students will be hired in the fall and will begin work immediately. The expanded PDC budget contains $5,000 for direct support services to children. Efforts will be made to refer these children to school district personnel or voluntary community agencies before money from this fund is used. Finding an agency that will provide free or low-cost dental services is still a problem.

A PDC record-sharing procedure has been developed based on the Needs Assessment Checklist. Information from Head Start will be sent via the Coordinator of Support Services directly to the principal of each elementary school. The principals will be responsible for distributing the children's records to the Resource Coordinator. Information on children without Head Start experience will be obtained from the families of children by the Outreach Aide. Transferring information on children in the primary grades will be the responsibility of the Resource Coordinator in each school.

> In sum, a Coordinator of Support Services has been hired and a Developmental Support Services Task Force has been organized. The medical, dental, nutritional, psychological and social service needs of the children have been identified and the support services staff and community agencies have been organized into a service delivery system to meet these needs. A record-keeping system has been completed to ensure that important information will be available as the children progress through PDC.

Parent involvement, through January 1975. As mentioned earlier, two parents, one from Head Start and one representing the elementary schools, have been hired on a part-time basis to coordinate the development of the parent program. A 10-member Parent Involvement Task Force was established to assist in program development and to formulate the parent program section of the 1975-76 proposal. Members of this task force include the two parent coordinators, one teacher from Head Start and one from School C, two parents from School A, one parent from School C, one Head Start parent* and the Principal of School B. The Chairperson of the Head Start Parent Policy Council, who is serving as a consultant on parent involvement for PDC, is also a member of the task force.

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*One of the parent coordinators is also a Head Start parent.

Certain parents have been actively involved in planning and implementing all areas of the Utah PDC program. The Chairperson of the Head Start Policy Council participated in writing the original proposal and was a member of the Steering Committee before the PDC Council evolved and another parent has been Chairperson of the PDC Council during the planning year. Several parents have also been recruited as members of the PDC Council and others are active on the component task forces. However, very little communication has taken place with the majority of parents who will have children in PDC next year. A major reason for this is the large number of parents involved (approximately 1,500). But another reason is the lack of a communication mechanism which can link all four schools. PDC staff were planning to publish a PDC newspaper in May to help alleviate this problem, according to the PDC Coordinator.

As noted earlier, parents' involvement in the education of their children is already a part of the Head Start program; parents have a say in program decision-making and participate in all phases of classroom activities. Head Start teachers recognize the importance of parent involvement and encourage it. In contrast, little parent involvement has occurred at the elementary school level. As a result, elementary teachers are confused about the importance of parent input in school decisions and need training in ways to involve parents in the classroom next year. At the time of the first site visit PDC staff were trying to convince teachers that parents should take an active role in educational activities but were meeting some resistance from traditionally-minded teachers. Staff training on parent involvement in program decision-making and in the classroom was scheduled for the June workshop. Parents were to assume active roles in this workshop as leaders and were to make presentations to the whole group. The PDC Coordinator and Principals A and B were hopeful that teachers' opinions on parent participation will change over time as they become more familiar with and involved in PDC.

Parent involvement, February to June 1975. The Parent Involvement Task Force worked many hours to develop a 20-page report on parent involvement which was included in the 1975-76 proposal. The focus of the program design is on the elementary schools. The report presents a well-organized parent program which identifies activities and programs that must be initiated to establish parent involvement, dates for implementation, delegation of authority for completing the tasks, and the resources that might be used in developing the activities.

The members of the task force drafted a philosophy of parent involvement which recognizes the paradox of education--that parents are the primary educators of their children but are usually excluded from their children's formal education. The goal of the program is to have parents share responsibilities for their children's formal education with teachers and administrators. Nine general program objectives are identified. The following is a description of some of the highlights of the parent program as it is envisioned:

- To insure that parents participate in the establishment of PDC policies and in program decision-making, the task force recommended the formation of a Linkages Center Committee at each of the program sites (Head Start and the three elementary schools). Members of the center committees will include one parent from each PDC classroom, representatives from the Community Improvement Council, PTA and Head Start Policy Council, the Principal and the School Outreach Aide. The center committees are to be set up and operating before November 1975. The role of the center committees will be to review all PDC policies and decisions and accurately express the opinions and feelings of parents on these issues.

- Parent participation in the classroom is an essential activity if parents are to become involved in their children's formal education. Parents will be encouraged to visit the classrooms and to regularly communicate with administrators and the center committee room representatives. Administrators and teaching staff will be reminded that parents belong in the classroom and activities should be planned so that parents will be welcome.

- Parents will be invited to volunteer time as aides in the classroom. Training classes will be established to help parents develop and refine skills that will be required for classroom participation. Arrangements are being made to reimburse parents 50 cents an hour for baby-sitting charges so that those with younger children can be free to participate in PDC classrooms. A baby-sitting service and nursery are already available at the Head Start Center.

- The Parent Involvement Task Force recognizes that by providing parents with training opportunities on topics that can enhance the role of the parent in the home, they can directly influence the quality of the children's environment. A desire to implement an adult training program next year has been stated.

Arrangements for implementation of the parent program have already started. One part-time Outreach Aide was hired at each school to make initial contacts with parents and serve as a linkages advocate, but two of the aides are no longer employed and the third has become a full-time staff member. Parents of kindergarten children who had previous Head Start experience and parents with children currently in Head Start who will be in the prospective PDC elementary schools next year have already been contacted. The Outreach Aide is in the process of contacting parents of children without Head Start experience who will be in PDC kindergartens next year. No information was available on what role the Outreach Aide would play with families of children in the primary grades.

Full-time paraprofessional aides were hired and entered kindergarten and first grade classrooms in March; aides for second and third grade classrooms may be hired later. Most of these people are parents from the community whose children will be participating in PDC. An extensive training schedule which includes classroom training and specially designed workshops has been set up. The paraprofessional aides are working with teachers to develop the classroom skills that will be required. In addition, the PDC Coordinator was holding weekly training workshops for the aides and all of them participated in the June training workshop.

Despite the Parent Involvement Task Force's emphasis on developing an adult workshop and seminar program, nothing had been done by the second site visit to assess parent interest in such events and no attempt had been made to formulate a workshop schedule. Parents did attend a workshop on decision- and policy-making skills given by the Chairperson of the Head Start Policy Council in December. Plans had also been formulated to include parents in the June workshop. Topics for presentations which might interest parents were being included in the agenda. Head Start personnel and parents were taking responsibility for planning the parent activities at the workshop.

Next year, the parent involvement staff will include a full-time parent coordinator and three part-time assistants. A new coordinator will be hired in the fall because, of the two parents who are presently coordinating parent activities, one has taken another job and the other is moving out of the school district. Provisions for recruiting staff have been set up by the task force but the role of the task force for the start-up year was unclear. One of the two coordinators was under the impression that the task force had disbanded after completing its report, but the PDC Coordinator indicated that the task forces will be active next year.

> In sum, planning for the implementation year has been good, but parent planning activities for the planning year have not been completed. Parents have been involved in the development of the parent program as members of the Parent Involvement Task Force. Two parents, hired as parent coordinators, supervised program planning with the help of the Chairperson of the Head Start Policy Council. A set of recommendations to facilitate parent involvement in PDC has been developed. A plan has been developed to establish a Linkage Center Committee in each elementary school and in the Head Start Center as a forum for parents on program development. Some parent training in decision- and policy-making has taken place, but more is needed. The role of parents in the classroom has been defined and classroom-related training activities were being planned for parents at the June workshop. Assessing parent needs for an adult educational program and the development of an adult workshop schedule have not been initiated.

Services for handicapped children, through January 1975. Responsibility for implementation of the handicapped component was assigned to the Coordinator of Developmental Support Services Task Force. Assistance in completing the planning tasks in this component area has been provided by Head Start staff and members of the local school district's Pupil Services Office.

By January, an assessment of the number of handicapped children who will be in PDC classrooms next year had been completed by the Component Coordinator; approximately 25 physically and psychologically handicapped children will be involved. City, state and local resources for the handicapped had been identified and inital contacts had been made with staff at a nearby training center, a children's hospital, and the University of Utah's Special Education Department, and with a Learning Disabilities Specialist from the State Board of Education. All of these persons had agreed to provide program assistance. In addition, the Component Coordinator had arranged for graduate students in psychology, social work and education from the University of Utah to provide professional assistance in this area and to advise teachers when necessary. The Support Services Task Force was devising a comprehensive record-keeping system for both Head Start and elementary school children who will take part in the PDC program.

Arrangements to provide individualized services to handicapped children within the framework of all PDC classrooms were being planned and an assessment of staff training needs was to be completed on time by members of the Support Services Task Force. The Component Coordinator believes elementary teachers' acceptance of handicapped children in the classroom is going to be a difficult problem. A workshop on handicapped services will be presented by task force members at the June training conference and, next year, special services staff will be available for consultation with teachers. According to the Component Coordinator, continuous inservice training will be organized as teacher needs arise. At present, no physical changes in the classrooms are required to meet the special needs of handicapped children.

Services for handicapped children, February to June 1975. As mentioned in part 1, a survey to determine the number of handicapped children who will be in PDC classrooms has been completed. Children with physical handicaps have been identified by reviewing medical records. More extensive efforts are required to identify children with psychological handicaps. All children who entered Head Start in the fall of 1974 were screened using the Denver Developmental Screening Test and the Vineland Social Maturity Scale. Children who performed poorly received a follow-up home visit from a support services staff member to evaluate the level of developmental delay. Children who will enter the Head Start program in the fall of 1975 were screened for developmental delay in the spring of 1975.

The number of handicapped children in the elementary schools who could be mainstreamed was obtained with the cooperation of the Office of Pupil Services. The elementary schools do not use a psychological screening battery for new entrants; the schools only identify developmental delays in children through teacher referral and follow-up evaluations by resource education personnel. The members of the Support Services Task Force were not satisfied with this approach and at the time of the second site visit were in the process of developing a screening battery for children through third grade. The Needs Assessment Checklist will be the primary instrument in the screening battery.

A list of community agencies and services was generated at a Support Services Task Force meeting in January. Two members of the special services staff from Head Start felt that the list was comprehensive and complete. However, they did want to find additional testers who could do diagnostic testing with the Illinois Test of Psycholinguistic Abilities and the Frostig Developmental Test of Visual Perception to minimize the delay in testing children.

The Coordinator of Developmental Support Services has finished making contacts with community agencies on the list and agencies have agreed to provide needed services for handicapped children in PDC classrooms. The two members of Head Start's special services staff have identified the major gap in services for handicapped children as the low staffing pattern in the elementary schools and the small number of resource education staff. But they pointed out that additional resource personnel have been recruited by making arrangements with the University of Utah for the services of graduate students. Furthermore, the addition of classroom aides in the elementary schools will increase the adult/student ratio in classrooms and provide teachers with the opportunity to give handicapped children the individualized attention that will be needed. Parents with handicapped children will also be asked to participate in classroom activities. An effort will be made to train these parents next year. Both members of Head Start special services staff believe that the increase in staff and volunteers will enable the elementary schools to effectively mainstream handicapped children.

A regular communication system has been developed and Head Start and elementary teaching staff interact with resource personnel on a regular basis to exchange information on the needs of handicapped children. Next fall, Head Start staff will visit the kindergarten classrooms to help the children adjust to their new classroom setting. It is not clear if this communication network will extend to the primary grades.

> In sum, the planning activities in the handicapped component area have been well organized. The Support Services Task Force has been responsible for completing the handicapped planning tasks. Children with physical and psychological handicaps have been identified. An assessment of community resources has been completed and arrangements for services have been made; graduate students from the University of Utah will supplement elementary school resource personnel and teachers in working with handicapped children. Special individualized services will be provided within the framework of the regular classroom setting with the help of paraprofessional aides and parent volunteers. No physical changes in the classrooms will be required to accommodate handicapped children. Training staff in working with handicapped children was to take place at the June workshop.

Services for bilingual/bicultural children, through January 1975. Activities related to the development of a bilingual/bicultural program at the Utah PDC site were initiated by members of the Bilingual/Bicultural Task Force and children who will be in the PDC project during the start-up year have been assessed by PDC staff to determine their bilingual/bicultural educational needs. The results of this assessment indicated that almost all children were fluent in English. Because of this, a decision was made to focus the bilingual/bicultural program on multicultural education in the area of social studies and to de-emphasize bilingual classroom activities. But arrangements will be made for a private tutor if a child requires bilingual instruction.

As part of the planning process, the PDC Coordinator and members of the Bilingual/Bicultural Task Force visited various bilingual/bicultural programs in the area and initiated an evaluation of available bilingual/bicultural curriculum materials. Also some bilingual/bicultural staff and parents had been identified by January.

Several experts in bilingual/bicultural education from the area, including a member of the Board of Education, disagreed with the PDC staff's assessment of bilingual/bicultural children's educational needs. The Board member and the other experts believed bilingual education must be an essential component of PDC. As a result, the development of the bilingual/bicultural program at the Utah site was at a standstill in January. Because of the conflicting assessments, PDC staff expressed the need for feedback from OCD in Washington on their decision to emphasize multicultural activities and de-emphasize linguistic aspects in the bilingual/bicultural program.

At the time of the initial site visit, the evaluation team could not determine which assessment accurately represented the needs of the children. It was thought that another review of the situation should uncover why two assessments of the same population had resulted in contrasting conclusions.

Services for bilingual/bicultural children, February to June 1975. Several staff and parents from Head Start and the elementary schools have participated in bilingual/bicultural planning activities but it was not clear when a "formal" Bilingual/Bicultural Task Force had been established. The person who was identified by the PDC Coordinator as the Chairperson of the task force did not know of her position and said that no committee had been formed. Also, a person who was identified as a member of the task force did not know she was a member. Both teachers interviewed indicated that the PDC Coordinator was meeting occasionally with interested individuals, but mostly on a one-to-one basis. Activities have included visits to the library to search for curriculum materials and attendance at conferences on bilingual/bicultural education.

At the time of the first site visit during the week of February 17, the PDC Coordinator reported that bilingual/bicultural planning activities were at a standstill because PDC staff wanted to focus the program on multicultural activities while the Board of Education members and community representatives wanted PDC to incorporate the local Title VII program which emphasizes training in Spanish as a foundation for maintaining cultural identity. The deadlock was broken when PDC staff, teachers and parents decided to focus the program on multicultural teaching activities. The major justification for this decision was that English is the dominant language of almost all of the children and other minorities besides Spanish-speaking were also represented in the classrooms. A multicultural philosophy and curriculum objectives were developed jointly on March 12 by a group of Head Start and elementary teachers, parents, aides and PDC staff. The philosophy and teaching objectives emphasize the development of a positive attitude by children for their own cultural heritage and respect and understanding for the heritages of their classmates. A 1974 multicultural needs assessment of the local Head Start program by a group of outside consultants, which was completed on March 14, supported the decision of the PDC staff in calling for a multicultural program focus.

At the time of the spring site visit, preschool and kindergarten objectives were complete and a list of teaching strategies was being developed. The 1975-76 proposal states that the development of the multicultural program for the primary grades will be completed in the fall of 1975. However, everyone interviewed expressed concern about the current status of the bilingual/bicultural component and the absence of expertise in program planning. When interviewed, Principal A and the PDC Coordinator indicated that the bilingual/bicultural component had been the most difficult area to develop in the Utah PDC program. The PDC Coordinator cited the failure to arrive at a definitive assessment of the needs of the children as a major roadblock. Both individuals also mentioned the need for a consultant who could help provide direction for the development of multicultural program activities.

> In sum, the bilingual/bicultural component has been a major problem for PDC staff during the planning year. Some program development activities have taken place, but a system to coordinate multicultural educational services has not been organized, and a program of specific classroom activities and services has not been developed. Some work has been done on identifying multicultural resources, staff and parents, but these activities have not been completed. Training staff to teach multicultural topics and to evaluate children's progress has been minimal. The lack of an accurate assessment of bilingual/bicultural needs at the site and the absence of a person with expertise in bilingual/bicultural education have been the two major reasons for the delay in program development. As a result, the bilingual/bicultural component will not be ready for implementation in the fall.

E. Analysis of the Planning Process

The efforts of PDC personnel at the Utah site have gone into designing a PDC program that can meet the needs of the children in the elementary schools in the same fashion as in Head Start, but without sacrificing the elementary schools' emphasis on basic skills' development. The formal structure of the Utah PDC program is presented in Figure 1.

The analysis and interpretation of this program is presented in the sections that follow in terms of description of roles of the planning personnel, planning accomplishments and completion of planning activities, an overview and interpretation of salient features of the program as it stands at the end of the planning year and a description of the de facto definition of the PDC program.

Description of Roles

Planning for the PDC program in Utah was carried out by professional staff from PDC, Head Start and the elementary schools, parents and members of the PDC community. Their roles and activities can be delineated as follows:

- Superintendent of Schools. The Superintendent of Schools is an expert in early childhood education and a strong supporter of PDC in Utah. He participated in several PDC workshops and agreed to speak at the June training conference. He also helped the PDC Coordinator resolve problems between PDC and elementary school teachers, agreed to allocate funds for classroom aides, and helped arrange appropriate time for inservice training activities next year. The PDC Coordinator, Principal B, and Principal C all felt that the Superintendent's support for PDC was an important factor in program success during the planning year.

- Director of Federal Programs in the local school district. The Director of Federal Programs was first involved in PDC as an author of the planning year proposal, then as a member of the Steering Committee which reviewed applicants and hired PDC staff during the summer of 1974. When the PDC

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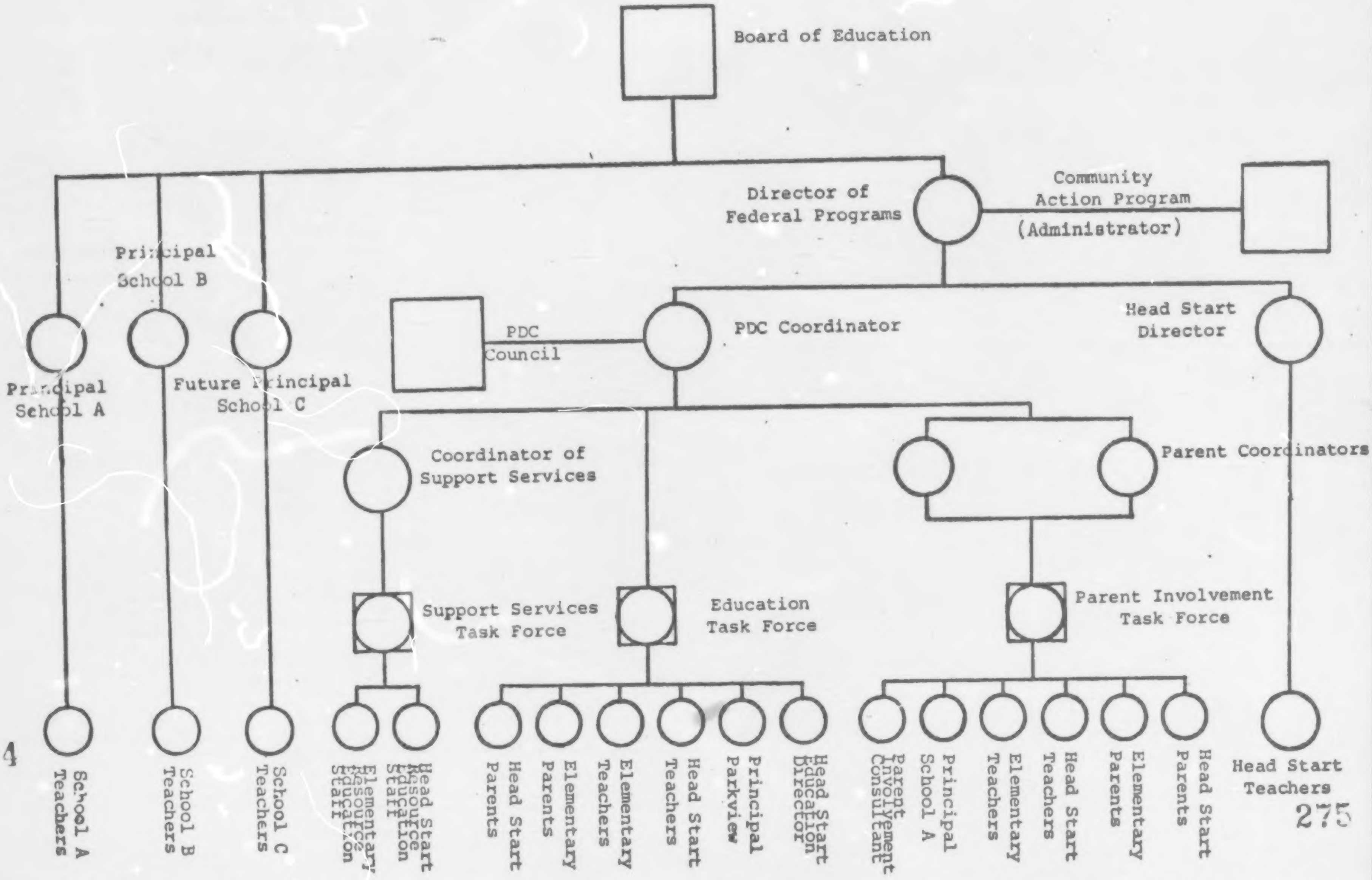
Formal Structure of the PDC Program in Utah


Board of Education
Director of Federal Programs
Community Action Program (Administrator)
Principal School B
Principal School A
Future Principal School C
PDC Council
PDC Coordinator
Head Start Director
Coordinator of Support Services
Parent Coordinators
Support Services Task Force
Education Task Force
Parent Involvement Task Force
School A Teachers
School B Teachers
School C Teachers
Elementary Resource Education Staff
Head Start Resource Education Staff
Head Start Parents
Elementary Parents
Elementary Teachers
Head Start Teachers
Principal Parkview
Head Start Education Director
Parent Involvement Consultant
Principal School A
Elementary Teachers
Head Start Teachers
Elementary Parents
Head Start Parents
Head Start Teachers

Council was established during the fall, she became a member, acting as the delegate agency's representative during the school year. She also participated in organizing the PDC budget and proposal which was submitted to OCD and helped PDC staff in their interactions with Washington. Throughout the year, she has maintained a good working relationship with PDC staff and the three principals.

- Board of Education member. The Board of Education member initially served as a consultant to PDC on bilingual/bicultural education. During the early part of the year he was in favor of incorporating an existing Title VII bilingual/bicultural program in Utah's PDC program. (PDC staff and members of the PDC Council did not agree that a program of that nature was appropriate for children in PDC.) His participation has since faded and he has failed to regularly attend PDC Council meetings.

- Community Action Program representative. The Community Action Program representative began her involvement in PDC by helping with the writing of the planning year proposal, then as a member of the Steering Committee and finally as the grantee's representative on the PDC Council. She has not been involved in the day-to-day planning of PDC but has provided staff with administrative assistance in dealing with Washington and organizing the 1975-76 budget and proposal. Over the course of the year, her working relationship with PDC staff and persons from the elementary schools and Head Start has been good and this factor has been a positive influence on the success of the program, according to the PDC Coordinator.

- PDC Coordinator. The PDC Coordinator is a strong leader who is heavily involved in the development of education and training plans as well as in the overall administration of the PDC program. During the planning year, she has been a dynamic figure and an enthusiastic and productive administrator. In many instances, the PDC Coordinator's personal contacts with professionals in the local community have facilitated PDC planning activities. She has taken primary responsibility for the development of the administration, education and training components and has also attempted to organize the bilingual/bicultural component. She coordinated the activities of all of the committees and, along with the Coordinator of Developmental Support Services, was responsible for the completion of the 1975-76 proposal. The PDC Coordinator has spent most of her time focusing on the elementary schools and has a good working relationship with the three principals and the elementary school teachers. Principal A, Principal B, and the PDC Council Chairperson all felt that the PDC Coordinator's rapport with elementary school staff was a significant factor in the success of the planning year activities. However, the PDC Coordinator spends very little time at the Head Start Center. She and the Head Start Director do not interact ofen and their working relationship is ambivalent.

- Developmental Support Services Coordinator. The Developmental Support Services Coordinator has served in this capacity since early October 1974. His primary responsibility during the planning year has been to coordinate the development of the support services and handicapped components with the help of the Support Services Task Force, but he has also taken on some administrative responsibilities for the program, including developing a training program and organizing the 1975-76 proposal. In fact, the PDC Coordinator calls him her "Co-Director." He has been highly visible in his activities and people interviewed from both Head Start and the elementary schools praised his involvement in PDC. A lot of his time has been spent at the Head Start Center and he has developed a strong working relationship with Head Start staff.

- Principal of School A. Principal A has been involved with PDC since the spring of 1974 when he served as one of the authors of the planning year proposal, then as a member of the PDC Steering Committee. During the planning year, Principal A was the elementary principals' representative on the PDC Council and served on the Education Task Force. He is a strong believer in the elementary schools' basic skills curriculum which has been a point of friction for Head Start staff who have tried to persuade PDC to reject a basic skills approach. He is a strong supporter of PDC and works well with PDC staff and the elementary school's representatives. In contrast, his working relationship with the Head Start Director has been limited.

- Principal of School B. Principal B is not a member of the PDC Council but has been active on the Parent Involvement Task Force. During the year he has not played a major role in planning activities (except for parent involvement) and is not familiar with the day-to-day operation of the PDC program. But he expressed strong support for the involvement of parents in the program at School B and said he would do anything he could to help facilitate PDC program development. His relationship with the other principals and PDC staff has been adequate during the year, but he has had no communication with the Head Start Director or other Head Start personnel.

- Principal of School C. Principal C will assume his administrative duties next year. Although he was not a member of the PDC Council or of any planning task forces during the year, he did attend meetings on occasion and kept up-to-date with planning progress by reviewing the minutes of the meetings that are sent to him by PDC staff. He reported that he is in favor of the PDC concept and will actively support the program when he becomes Principal at School C.

- Head Start Director. The Head Start Director supervises a center with about 360 children. She is a strong advocate of Head Start's philosophy of education which stresses the family as the primary agent in a child's education. Although the Head Start Director has refrained from direct involvement in PDC planning activities due to educational/philosophical differences with elementary school staff and some PDC personnel, she is a member of the PDC Council and has maintained a high interest in the ongoing development of the PDC program. During the year, she has been involved in a continuing debate over the direction of the program with principals from the elementary schools and with the PDC Coordinator.

- *PDC Council Chairperson*. The PDC Council Chairperson is a former President of the PTA at School A who initially represented that school on the PDC Council and then replaced the first PDC Council Chairperson. She has also been active on the Parent Involvement Task Force. During the year, she was heavily involved in PDC planning activities, i.e., presiding over PDC Council meetings and representing parents. She is a strong advocate of PDC and has a good working relationship with PDC staff and the elementary principals. She does not agree with the educational philosophy of the Head Start program and has not established a good working relationship with the Head Start staff.

- *Parent Coordinators*. The Parent Coordinators were employed part-time during the planning year; as such, they were responsible for organizing the Parent Involvement Task Force and supervising the development of the parent program.

- *Elementary school staff*. PDC has affected the lives of all of the teachers and resource personnel in the three elementary schools. Initially, most of the teachers resented PDC because it was a new program and none of them had a chance to decide if they wanted to participate. Gradually, as PDC was explained and they were given the option to transfer to another non-PDC school, staff attitudes became more positive. During the year, staff in the elementary schools have participated on the Education, Support Services and the Parent Involvement Task Forces. Staff from the elementary schools are also members of the PDC Council and have participated in PDC's attempt to develop a multicultural program.

- *Head Start staff*. All of the staff who participate in the Head Start morning session will be affected by PDC. During the year, members of the staff have served on the Education, Support Services and Parent Involvement Task Forces. They have also participated as members of the PDC Council and in the attempt to develop a multicultural program.

The Head Start staff's most important contribution has been to provide elementary school personnel and PDC staff with advice on establishing a quasi-Head Start model in the elementary schools. Despite this activity, Head Start staff who were interviewed expressed reservations about whether or not the elementary school staff, principals and the PDC Coordinator will be able to implement such an approach next year, due to the attitudes of elementary school teachers and parents.

- Parents. Parents from Head Start and the elementary schools have participated in the development of PDC as members of the planning task forces and the PDC Council. The major activity by parents during the year was the development of a parent program by members of the Parent Involvement Task Force. Although a large majority of parents who will have children in PDC next year have not had any input in PDC planning, numerous people who were interviewed onsite indicated that the few parents who are involved in the program have been able to bridge the gap between Head Start and the elementary schools because "they want the best program possible for their children."

It appears that the people in the area are working to incorporate many of the highlights of the Head Start program into the elementary schools. It is also evident that they intend to retain a basic skills focus in the PDC curriculum for the elementary schools. The relationships between the principals of the elementary schools, PDC staff and the Superintendent of Schools have been good and most feel they are working toward a common goal. After initial reticence because PDC was a new program, teacher attitudes have become more positive toward PDC and more teachers have become involved in planning activities.

But, although Head Start staff have helped PDC develop a quasi-Head Start model for the elementary schools (i.e., parent involvement in program planning and decision-making and in the classroom, an individualized instructional approach, a support services delivery system and mainstreaming handicapped children), a good working relationship has not developed between Head Start staff on the one hand, and the PDC Coordinator, the elementary school principals and elementary staff on the other.

In sum, planning has been accomplished by people from all of the groups participating in PDC. The focus of the planning has been on the adaptation of a quasi-Head Start organizational model in the elementary schools while retaining the schools' basic skills curriculum. However, a communication gap between Head Start, elementary and PDC staffs has sometimes interfered with or impeded the planning activities.

Planning Accomplishments by Component

During the year, the major focus of the planning effort has been on completing the program in accordance with OCD guidelines. Local issues have not proved to be a significant factor at the Utah site. PDC staff and members of the planning forces have been busy since the first site visit completing the planning tasks. Whereas 16 planning tasks had been completed during the first half of the year, 26 had been completed by the end of the year, 21 tasks are in process and only three tasks have not been addressed. Table 1 gives a component-by-component breakdown of the planning task completions. Many of the completed tasks represent administrative decisions (i.e., hiring staff, arranging for consultants, establishing the PDC Council, etc.) and the coordination of program activities (organizing the planning task forces and arranging schedules and the flow of information between groups).

Education. The education component shows a high number of tasks still in process and reflects PDC's decision to phase in some of the educational tasks at the lower grades first. The major problem area in the education component is the lack of a coordinated curriculum approach.

Training. A large number of training activities are still in process because most of the focus of the training activities has been on the June workshop which took place after the second evaluation visit was completed. The major problem with the planning in the training component has been the failure to coordinate Head Start and PDC training activities.

Support services. Many of the planning tasks in the support services component are close to completion, but final arrangements are yet to be made. On the whole, all of the activities in this area should be complete and ready for implementation by fall.

Table 1

Degree of Completion of Planning Tasks by Component

Component	Number of Planning Tasks	Complete	In Progress	Not Begun
Education	5	2	3	0
Training	5	2	3	0
Support Services	7	2	5	0
Parent Involvement	6	5	1	0
Administration	12	9	3	0
Handicapped Services	8	6	2	0
Bilingual/ Bicultural	7	0	4	3
BL/BC Demonstration Project Tasks	0	0	0	0
COMPLETION TOTAL	50	26	21	3

Parent involvement. Most of the planning tasks for the parent involvement component have been completed. The two areas still to be planned include an assessment of parent interest in adult education and parent training in decision- and policy-making during the year.

Administration. Nine of the 12 tasks in the administration component are complete and two are in process. During the year, the development of the administrative organization of PDC has moved forward at a rapid pace. One area still to be planned concerns training for administrators in working with parents.

Handicapped. Plans for mainstreaming handicapped children have been almost completed and the component will be set to go in the fall, although the system that has been developed has not been tested with primary grade children.

Bilingual/bicultural. None of the planning tasks in the bilingual/bicultural component are complete. Four of the planning tasks in this component are underway, however.

Planning Accomplishments by Type of Activity

Table 2 gives a review of the completion of planning tasks based on the type of activity. All planning tasks were placed in four major categories: coordination, review and assessment, administrative decisions, and program decisions.

Coordination. Included as coordination were all activities that involved developing timetables and schedules, arranging intergroup communication, and defining relationships among people and/or groups. More than 70% of the coordination tasks have been completed and the rest are in process, indicating the high degree of administrative coordination in Utah. Only two of the coordination tasks in process are having difficulties and will not be completed by fall.

Review and assessment. Review and assessment requirements included review of existing programs, review of program alternatives, surveys of resource people, and services and assessments of needs or interests. Of the eight review and assessment tasks, only three have been completed, four are in process and one has not been addressed. All five of the incomplete tasks will not be finished before school begins in the fall.

Table 2

Degree of Completion of Planning Tasks by Type of Activity

Activity	Complete	In Progress	Not Begun	ACTIVITY TOTAL
Coordination	11	5	0	16
Review and Assessment	3	4	1	8
Administrative Decisions	9	2	1	12
Program Decisions	3	9	2	14
COMPLETION TOTAL	26	20	4	50

Administrative decisions. Of the 12 administrative decisions, nine have been completed. These decisions included hiring personnel, deciding on space and physical plant issues, budgetary issues and initiating specific program activities. These were easily definable, fixed-time decisions and most have been addressed. The high number of completed administrative activities can also be taken as an indication of the level of administrative organization in Utah.

Program decisions. Program decisions have proven to be the most difficult planning tasks. Included here are definitions of program goals, definitions of needed program materials, definitions of training content, and definitions of program plans for instruction and support services. The lowest number (three) of completed tasks are recorded here, along with the highest number of in-process (nine) and non-addressed (two) tasks. Logically, many of these tasks should have been completed prior to other planning activities, but they have become the last to be defined.

Summary. Planning has focused on the development of a program based on OCD guidelines. Forty-seven of the planning tasks have been addressed during the year, but the program will have difficulty completing 12 of these tasks before school begins.

Program Interpretation

During the year, several factors have contributed to Utah's PDC planning effort. This section gives an overview of the program and interpretation of the factors that have been positive and negative influences in the planning year. The following are factors which had a positive influence on PDC:

- PDC staff. The PDC Coordinator and Coordinator of Developmental Support Services were a strong team during the planning year. In many ways they complemented each other because the PDC Coordinator focused on the administration, education, training and bilingual/bicultural components and the Coordinator of Developmental Support Services worked on the support services and handicapped programs. The PDC Coordinator also was more comfortable working with the elementary schools, while the Developmental Support Services Coordinator fit comfortably into the pattern of the Head Start program. They both had a strong working relationship with most of the members of the PDC Council, the three principals and the people involved with the planning task forces. As a result, a good deal of PDC planning activities were completed, despite the communication gap between Head Start and the elementary schools.

- Support of the Superintendent of Schools. The Superintendent supported PDC and participated in planning activities throughout the year. He was instrumental in resolving conflicts between PDC and the teachers' union, in hiring paraprofessional aides and in arranging inservice training days for the implementation year. His active support of PDC also had a decisive influence on the participation of other people from the local school district. As a result of the Superintendent's participation, many potential problems were avoided during the planning year and planning activities ran more smoothly.

- Parent involvement. Parents have been involved in PDC since its inception. During the year, parents served as members of the planning task forces and PDC Council. They also organized their own planning task force and developed a parent program for the elementary schools modeled after Head Start. As a result, parent participation in PDC has been very strong during the planning year.

The following are negative factors which have influenced program development:

- The liberal/conservative contrasts and different educational philosophies between Head Start and the elementary schools. Throughout the year a communication gap has existed between staff of Head Start and the elementary schools due to liberal/conservative contrasts and this has had a detrimental influence on PDC program development. Administrative coordination between PDC and Head Start has been adversely affected and there has been a strained relationship between some Head Start and elementary school staff. In addition, because of different educational philosophies, it has not been possible to coordinate the curriculum content of the Head Start and elementary programs or to develop a coordinated curriculum from preschool through third grade.

- Size of the program. The size of the PDC program in Utah has also been an obstacle. All of the activities must be channeled through four centers with over 40 teaching staff and more than 1,000 children. As a result, elaborate arrangements must be made to accomplish even simple tasks. PDC staff have been forced to use a "phase-in" approach with many planning activities complete at the Head Start and kindergarten level, but incomplete for the primary grades. Present plans are to complete the phase-in process for the primary grades sometime next year.

- Absence of expertise on bilingual/bicultural education. None of the PDC staff is knowledgeable about bilingual/bicultural education programs and no consultant was able to help them organize a bilingual/bicultural program approach. PDC staff decided to focus on multicultural education, but were unable to develop a program on their own. As a result, the bilingual/bicultural program never got off the ground during the planning year.

- Attitudes of the elementary school teachers. Throughout the year, the negative attitudes of the elementary school teachers have been a major concern of PDC staff. There are two reasons why elementary teachers have been less than cooperative with PDC. First, the PDC elementary schools were selected in the summer of 1974 by representatives of OCD and the Board of Education because they met the evaluation requirements. But, the teachers in these schools were not asked if they wanted to participate in PDC. Second, most of the elementary staff used a teacher-directed approach which emphasizes basic skills. They do not see a need for changing teaching techniques because they feel, in the words of one teacher, "the present teaching system works fine." PDC staff have worked hard during the planning year to convince teachers of the promise of PDC as an educational concept and to remove teacher concerns over their lack of input into the decision to implement PDC in these three schools. However, most of the people interviewed indicated that teachers have not been fully convinced and remain skeptical of their involvement in the program.

The De Facto Definition of PDC

The plans for PDC that have been developed in Utah call for the elementary schools to adopt a quasi-Head Start model while retaining a basic skills curriculum. Very few program changes have been planned for the Head Start program beyond developing a system for coordinating the flow of information with the elementary schools. Program development efforts have been equally distributed over the educational, support services and parent components and planning activities have been successful in most areas. However, the size of the project has forced PDC staff and the planning task forces to use a phase-in approach, with many planning activities being complete for Head Start and kindergarten, but not for the primary grades. Present planning schedules indicate that implementation of these activities will not take place until later in the implementation year. The major omissions from planning have been the failure to develop a coordinated curriculum and the absence of a functional bilingual/bicultural program.

Individuals from all of the groups affiliated with PDC have worked hard throughout the year to make the program a success. Generally, a good working relationship has been developed between PDC staff, the three elementary school principals, most members of the PDC Council and members of the planning task forces. However, a communication gap exists between Head Start staff and these other groups. The gap has emotional and ideological roots that transcend program development activities, resting more on the differences between liberal and conservative lifestyles and educational philosophies. It has been possible for program planning activities to occur in spite of this problem area because most of the planning to date has been focused at the elementary level. But the ability to the two programs to develop and to maintain an effective linkage mechanism during the implementation year will depend greatly on the resolution of this problem.

PROJECT DEVELOPMENTAL CONTINUITY
PROGRAM CASE STUDY

Washington

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A. Introduction

The Washington PDC program is unique because Head Start classes have been located in the elementary schools for nine years, and because the prospective PDC elementary school has been participating in the National Follow Through Program sponsored by Far West Laboratories. As a result, Head Start teachers and elementary staff have been working, planning and training together for a number of years; teachers, parents and children are accustomed to operating within a well-organized educational framework; developmental support services in the school are extensive; and there is a very high level of parent involvement. Many of the objectives of PDC already exist at the school since it is already an operational Early Childhood School. When this was pointed out to a number of the site personnel, the general response was, "Yes, you're right. But we still have improvements to make and we want to extend Developmental Continuity from Head Start through grade 6."

Before reviewing the existing educational setting and describing Washington's progress in planning for Developmental Continuity, it is important to understand the context in which these activities are occurring. This introduction describes the community where the program is located and the events that led to the establishment of a PDC demonstration site.

The Community

Approximately 150,000 people live in this Washington city, which is situated about 40 miles south of Seattle on Puget Sound. Interstate Highway 5, which runs from Mexico to Canada, connects the two cities and the area between them is rapidly becoming a megapolis. To the west of the city are the Olympic Mountains and the Pacific Ocean and to the east, the Cascade Mountains with Mt. Rainer towering above the city on clear days from 70 miles away. The local climate is mild and wet and the grass remains green all year round.

The Washington PDC site is a beautiful inland port and industrial center. The city is a major terminal for transcontinental railroads, interstate trucking and naval shipping. Servicing the transport and shipping industries provides many jobs for residents of the city. Lumber and paper mills, smelting and refining, the fishing industry, and an aircraft company also employ many local residents. Two Air Force bases are located south of the city and a new nuclear submarine base is being constructed.

Many of the finest universities and community colleges in the Pacific northwest are located nearby and year-round recreational activities provide local residents and visitors with a sportsman's paradise; lake, river and deep-sea fishing, water and snow skiing, large and small game hunting, mountain climbing, and so forth, are within a 1½-hour drive of this PDC site.

The PDC neighborhood is located on the east side of the city; almost everyone in the area rents one-family homes in a low-income subdivision operated by the local Housing Authority. The offices of the Housing Authority and a community center and playground facility are nearby. The PDC neighborhood has the largest concentration of low-income families in the city. Approximately 30% of the families are employed, but the rest receive welfare assistance. Of those who are employed, most have jobs in the military. There is a high percentage of one-parent families (44%) and most of the families have about four children. Approximately 87% of the community is Caucasian, with Black (7%) and Native American (4%) minorities. Grocery, liquor and drug stores, a gas station and an ice cream store are in the area but public transportation (city bus or private taxi) is required to reach the major shopping centers of the city. Community attitudes about federal assistance are positive and many federal programs have been operating in the area.

Origins of Developmental Continuity

The Assistant Director of Early Childhood Education, and the Administrative Assistant for Elementary Education for the city's public schools were contacted in mid-April, 1974 by a Child Development Specialist from the regional OCD office and were asked to attend a regional orientation conference on PDC. The Assistant Director attended the meeting and then presented information on PDC to the Head Start Policy Council. Members of the Council were in favor of submitting a proposal so the Assistant Director and Administrative Assistant began to organize one. The local Metropolitan Development Council agreed to participate as the grantee with the public school system as the delegate agency. The Early Childhood School Model was selected for implementation because Head Start classes are already located in public school buildings. The proposal was submitted on May 17, 1974 and notice of award was received in late June of that year.

At the time the proposal was submitted, the Assistant Director of Early Childhood Education and the Administrative Assistant for Elementary Education were under the impression that the program budget would be $65,000 during the planning year, $150,000 for the start-up year, and then $300,000 for each additional year with $150,000 in the final year. With this in mind, a decision was made to implement PDC at an elementary school that presently has a Follow Through program with a budget of $130,000. The proposal stated that the Follow Through program would be moved to another elementary school in the area. The Assistant Director for Early Childhood Education reported that just after the grant was awarded, he was informed by OCD that there was a misunderstanding at the regional level and that program funding would be in the $150,000 range. When school opened in the fall, PDC planning activities began in earnest at the prospective PDC school. Then, in mid-October when the technical assistance consultants visited the site, the Assistant Director was informed that the funding level would only be in the $100,000-$110,000 range. This was a serious blow because the elementary school was giving up a Follow Through program with a yearly budget of approximately $130,000 to implement PDC with only a $100,000 budget. The loss of approximately $30,000 in goods and services at the school could not be replaced with other funding sources. The Assistant Director indicated that this would mean several of the staff presently at the school would have to be dropped in the start-up year. This situation was explained to OCD by the Assistant Director of Early Childhood Education and a request that the PDC budget match the present Follow Through appropriation was made. Because of an apparent misunderstanding, the Assistant Director believed that OCD would increase the funding level, and on January 30 and 31, 1975, parents and staff at the school agreed to drop Follow Through and implement PDC in fall 1975. However, no additional funds were committed to the Washington program by federal officials.

B. The Educational Setting

The Head Start Program

The public school system is the delegate agency for the local Head Start program under the grantee, the Metropolitan Development Council. The Assistant Director of Early Childhood Education administers the local program which includes 13 centers (all but one being in an urban setting), 13 classrooms, 13 certified teachers, 14 paraprofessional assistants, and 257 children. There is also a Head Start Program Advisor and an Early Childhood and Kindergarten Coordinator who is the main contact with the Central School Board.

The PDC school contains three Head Start classrooms with a total of 53 children. Each classroom has a certified teacher and a paraprofessional assistant who is sometimes aided by parent volunteers. The racial-ethnic composition of the Head Start enrollment at this school is 66% White, 25% Black, 5% Native American, and 4% Asian American. The Head Start children attend school Monday through Friday from 9:00 a.m. until 12:30 p.m. but the teachers' day continues until 3:40 p.m. The afternoon is used by the teachers for planning, staff meetings, parent meetings, and home visits and career development courses. The Head Start classrooms are generally self-contained. That is, they have cooking and lavatory facilities within or adjoining the classroom and the children do not, as a rule, leave the classroom to go elsewhere for instruction. Head Start teachers identify themselves as part of the total school staff and are not separated, either physically or psychologically, from the entire school's operation. Furthermore, the administrators of the school and other school resource individuals incorporate the Head Start staff and program into discussions of the overall PDC school program. Head Start staff rely on special services personnel who are available within the school, including a nurse, social worker, psychologist and curriculum specialist.

This integration of Head Start into the other elements of the school extends to the educational philosophy as well. The PDC school has been implementing (via their Follow Through program in grades K-3) the Responsive Model as developed by the Far West Laboratory for Educational Research and Development. The three principles underlying the approach used in the Responsive Environment program are that children learn at different rates, children learn in different ways, and children learn best when they are interested in what they are learning. This translates into an open classroom approach with the child initiating most of his/her own activities and the teacher acting as a resource and facilitator for the child's learning. The physical elements of the classroom, the materials and learning centers, are structured by the teacher so as to ensure certain activities and experiences for the children.

A high degree of parent participation in the Head Start program is evident at both the administrative and classroom levels. Parents have an administratively active and supportive role in the Head Start Policy Committee. And they are regular participants in most classrooms in a variety of capacities from teaching to conducting workshops for teachers and other parents. Parents of Head Start children are also active on a number of the PDC committees.

According to the Assistant Director of Early Childhood Education, the Head Start program has utilized the available social, medical and recreational services. Many of these facilities are located in the nearby Housing Authority which, as noted earlier, services the housing development where a substantial number of the school's population live.

The Elementary School

The PDC elementary school implements an educational program that extends from Head Start through grade 6. Presently, Title I, Follow Through, ESAA and URRD funds are used to accomplish the coordination and implementation of the educational program. As in Head Start, Far West Laboratory's Responsive Model (described in the preceding section) is implemented in kindergarten through third grade.

The target grades for Project Developmental Continuity (K-3) have 13 classrooms, 13 teachers, 13 paraprofessional aides and 289 children. The open classroom approach with its individualized instruction has been accepted, for the most part, by the Follow Through staff, but the school district has certain expectations which are not always in line with Follow Through goals. Consequently, many of the teachers integrate both the district's and sponsor's goals into their classroom programs with the corresponding dilution of both approaches.

The elementary grades have the services of a nurse, psychologist, social worker, special education teachers, nutritionist and various quasi-administrative personnel such as the Curriculum Specialist for the early elementary grades.

Special services available to children and their parents are, for the most part, provided by the school although some services, such as counseling, are secured through local community agencies. The Head Start and Follow Through efforts, with their joint emphasis on support services, has had a favorable impact on both school staff and parents. Each group speaks highly of both the quantity and quality of the available ancillary services.

Parents have been positively integrated into the early elementary grades; Follow Through encourages parents to function in a broad range of capacities within the school. In the early grades, parents not only serve on the Follow Through program's PAC Committee but also are involved in classroom activities and they feel comfortable in these areas. It is evident that parents are taking an active part in PDC planning and some staff feel that this type of cooperative effort can help extend their role into the later elementary grades.

School and project staff are very interested in extending the concept of continuity beyond the third grade. At the present time, classes participating in the Follow Through program differ greatly from those in grades 4 to 6. Follow Through classrooms are located in a separate part of the building and upper division classes are implementing a Continuous Progress Program rather than Follow Through's Responsive Model. As a result, upper division classes are more structured, the focus of teaching is on basic skills, and parent involvement is less emphasized. Follow Through activities, including special staff training and supplementary comprehensive services, are not available in grades 4 to 6 and PDC staff members report that teachers in these grades feel isolated and critical of the Follow Through program because they have not been included. To prevent this same reaction when PDC becomes operational, PDC staff have decided to extend the curriculum and staff training through grade 6 so that all classrooms and all staff in the school will be involved in PDC, but this will not be accomplished immediately.

In general, then, the elementary school has already established most of the major components that PDC hopes to implement. It has a strong and clearly defined educational program and philosophy. It has a strong and viable parent involvement emphasis which, although limited to the early grades, shows promise of being extended to the higher grades. And the incorporation of support services into the school's program has been operational for quite some time. Administrative staff want to maintain these directions for the school.

The Relationship Between Head Start and the Elementary School

The administrative structures of the participating Head Start program and the elementary school are different. The Assistant Director of Early Childhood Education assumes ultimate responsibility for the Head Start program. However, since the Head Start program is housed with the elementary school, the Principal assumes responsibility for the day-to-day operation of both the Head Start and elementary programs.

Essential interaction and communication between Head Start and elementary teachers centers on their mutual use of the Responsive Environment Model, as well as basic school operational events such as staff meetings, workshops, conferences, and inservice training sessions. Communication between Head Start and K through 3 teachers, therefore, is ongoing and frequent.

The Head Start and elementary school have a common base in their educational goals and approaches. Both implement an open education approach and both utilize the Follow Through sponsor's Responsive Environment Model. Thus, both are directed toward individualization of learning. The only critical difference between the Head Start educational program and that of the early elementary grades is in the area of academic skill achievement. The Head Start teachers all verbalized the open classroom philosophy to evaluation team members. Their focus is directed toward a child development educational approach, i.e., developing and expanding the child's physical, emotional and social growth with only a minimum introduction to the academics. The majority of the elementary teachers stressed academic achievement within the open classroom approach. The Curriculum Specialist for the early elementary grades feels that the strength of the school, and thereby the hope of Developmental Continuity, is specifically that the Head Start staff will now be able to push to have their total child development educational approach integrated into the upper grades (K-6). She predicts that the upper grade teachers will, in turn, influence prekindergarten staff to begin preparing Head Start children in those areas of learning which they will be confronting later in their school years.

Parent involvement is an integral part of both the Head Start and elementary programs but the degree of involvement differs. Head Start parents are more often in the classroom, are more involved in after-school activities, and are generally more at ease in the school than elementary parents. Although elementary school parents take part in similar activities, even with Follow Through the degree of parent involvement does not match that found in the Head Start program.

Both Head Start and the elementary school are part of a total educational approach which includes a major emphasis on the whole child, his family and community. The prospective PDC school provides a complete range of medical and dental care, as well as nutritional, social and psychological services. Speech correction and other services, such as services for the handicapped, are offered through central school board programs, but no bilingual/bicultural program has been instituted. In sum, the relationship between Head Start and the elementary school seems to be harmonious, with a focus on mutual goals.

C. Opinions and Attitudes of Program Personnel

Interviews were conducted with the PDC Coordinator, the PDC Council Chairperson, the Assistant Director of Early Childhood Education, and the Principal of the elementary school in which they were asked to give their personal evaluation of the success of program planning this year and their anticipation of implementation success for next year. They were also asked to identify the factors or forces that had most contributed to the shape of the PDC program up to this point. Short, paraphrased summaries of the responses of these four persons are reproduced below to provide a direct expression of their concerns and interests. The concluding section analyzes the patterns of opinion that emerged in the responses of all four persons as they discussed the Developmental Continuity Project.

PDC Coordinator (May 27, 1975)

According to the PDC Coordinator, the parent involvement and bilingual/multicultural components have been most successfully planned. *The bilingual/multicultural committee members have planned for and conducted several workshops during which parents, staff and other community members have discussed culturally relevant topics. Because parents and community members were included in these workshops, sometimes as workshop developers or demonstrators, workshops have become more relevant and interesting. In addition, visits to other bilingual/multicultural programs have also increased interest in this component area. The parent involvement component's success is due in part to an expansion of the existing parent involvement program. Because of Head Start and Follow Through programs, a high degree of parent interaction with teachers, administrators and other parents has been established.*

The Coordinator does not feel that any particular component area has been less successful than another during the planning year. She feels that all components have completed objectives and are adequately prepared for implementation in the fall.

Factors which have strongly influenced the planning year include both planning staff abilities and specific program activities. Due to the challenge that a program like PDC presents, the PDC Coordinator thinks that much enthusiasm has developed in staff, administrators and parents. *Such enthusiasm is necessary for initiation and completion of planning for PDC. The autonomy* *created by the PDC Guidelines has facilitated teachers' interest and their sense of responsibility toward the success of PDC next year. Visits to other programs have allowed teachers to gain awareness of differing curriculum approaches.*

Activities of the PDC Council appeared minimal to the PDC Coordinator. *Council members have participated as members of component committees and have reviewed the proposal as presented by committees. The component committees have total responsibility for all activities of their respective component areas. The committees arrange for meetings to work on planning tasks, contact needed resource personnel and take an active role in completing tasks. Recommendations are then made to the PDC Council for its review and approval.*

When asked about her anticipation of success in implementing the PDC program next year, the PDC Coordinator said that she did not expect any significant problems and she thought that each component would be implemented equally well. *Each component has complied with its timeline for objectives to be completed, and implementation will be realized accordingly.*

When asked to evaluate the support provided by various institutions or individuals, the Coordinator thought that all people who collaborated with the Washington PDC program had given adequate support. *The national OCD office has sent letters clarifying the guidelines during the year and this, in addition to funds to support the program, has been sufficient. Regional OCD officials have served in an advisory capacity for PDC. The grantee has supported PDC by naming a representative to the PDC Council, and the public school system has contributed by freeing the time of school personnel. Local community agencies have supported the program by agreeing to continue services for children in the program. The technical assistance contractor's staff and the State Department of Education have both supported the program by providing materials.*

The PDC Coordinator perceives her role next year as a committee coordinator, resource person, an overseer, and as one to meet the needs of individuals involved in PDC. Essentially, these activities and roles are the same as those she has fulfilled during the planning year.

In sum, she would like...*to ensure that this program meets the needs of children where the child will begin to experience objectives of an independent learner. This outcome will be the result of a conscientious effort by PDC toward adoption and implementation of a developmental learning approach.*

PDC Council Chairperson (May 28, 1975)

The Chairperson identified two major factors which have influenced activities of the PDC planning year. *First, since OCD provided guidelines which structured PDC activities, this facilitated progress in the different component areas. In addition, due to the strength and skills of component coordinators, many of the planning activities have been initiated, activities have been coordinated, and the necessary community channels have been maintained between members of different component committees, regional and national officials of OCD. These factors have led to successful planning in three component areas.*

According to the PDC Council Chairperson, the training, support services and parent involvement component areas stand out above the others as being most successful. She attributes these successes to the existing programs and to the willingness of committee members to work together on planning tasks. *The training component has provided a high degree of inservice training for parents and staff. Training for parents has been structured to meet the individual needs of parents. This has enhanced the existing rapport between the school and parents. Recently, time has been allocated on Monday mornings for a parent 'rap' session which is scheduled to continue into the fall. Activities such as these have helped achieve planning objectives for PDC parent involvement. Because support services were already available in the school, planning efforts have been directed at pooling these resources and developing a list of community resources.* For these reasons and because extensive planning has taken place, the Chairperson predicts that the support services and parent involvement components will achieve implementation next year.

Although communication was maintained between PDC and OCD offices, this seemed inadequate for completion of administration tasks, according to the Chairperson. *It became particularly difficult to complete tasks when the PDC budget did not allow for hiring the personnel needed. This resulted in some conflict between administrators and misunderstandings on the part of staff and parents. In addition, proposal writing posed other difficulties, especially when a hierarchy of roles for administration was structured according to guidelines first sent by OCD which later were found not to be in line with the final guidelines. This duplication of activities and effort hindered progress in completing other planning tasks. However, many of these problems are being resolved and difficulties are only anticipated in operationalizing the handicapped component next year.*

The Chairperson felt that problems arising from attempts to implement services for handicapped PDC children again centered on OCD guidelines and their interpretation. *If a full range of handicaps must be served by PDC, some conflict may result because other community services are more equipped to serve the needs of severely handicapped children. This conflict may be avoided if OCD obtains a better understanding of the availability of local services to the handicapped.*

The individual component committees are responsible for obtaining needs information and resources in order to complete planning tasks and provide recommendations to the PDC Council. *The role of the PDC Council is divided between providing information, coordinating committees, reviewing committee recommendations, and making decisions based on these recommendations. Some committee members are also PDC Council members.* Looking ahead to the operational year, the Chairperson will continue in her role until elections are held. She will be involved in planning and conducting parent workshops as well as helping and communicating with other component committees.

The interviewee has several expectations for PDC. These include: *improving already good communications between school and community; continuing to administer to the 'whole' child in the classroom by providing needed support services; continuing the use of community and parent resources in the classrooms; improving continuity and awareness between grades; straightening out administrative problems; achieving better communication between OCD and local PDC; increasing awareness of OCD happenings and activities; increasing awareness and communication between component committees.*

The Chairperson ended the interview by describing how PDC has enriched her knowledge of school operations, classroom activities and child development and how it has increased her competencies for working effectively with groups. She hopes that next year more parents will experience similar growth.

Assistant Director of Early Childhood Education (May 28, 1975)

Although the Assistant Director of Early Childhood Education was the initiator of PDC at this site, his involvement since the hiring of a PDC Coordinator in November 1974 has gradually diminished. This reduction of his time provided an opportunity for school staff to develop an attitude that PDC was indeed "their own" program and not one of other agencies. The Assistant Director perceives his role as an advisor and resource person for information which will aid decision-making processes. This role will continue into the operational year. Because of his minimal degree of involvement, it was difficult for him to specify details of component areas. Therefore, his answers were generally more global than other respondents.

At first, the Assistant Director of Early Childhood Education hesitated to identify successful components. However, he did report education and parent involvement as the stronger ones. *These components involved coordinators on a full-time basis, were planned quite extensively, and provided adequate communication to all persons involved or interested in their progress. These factors contributed to the successes of the education and parent involvement components in the planning year and insured their implementation in the operational year.*

Due to the small population to which the bilingual/bicultural and handicapped components apply, these areas have been less successfully planned for. Training sessions have been somewhat irregular in order to preserve high interest and avoid information 'overkill' of parents and teachers who already possess an awareness of bilingual and handicapped children's needs. In addition, planning has been hindered in the handicapped component by negotiations currently taking place with the public schools. Special precautions are needed so that services offered by PDC do not duplicate existing programs for the handicapped.

The interviewee felt that the role of the PDC Council in the planning year had been primarily that of an advisory and review board. *Some individual Council members have been actively involved in planning tasks but primarily through component committees. The Council has functioned to review and approve the results of committee work, and it has functioned as an advisory body to offer input into budgetary and other administrative decisions. The individual component committees have had the primary responsibility for the specific planning activities necessary to address the various planning tasks.*

When asked which component he thought would be most successfully implemented next year, the Assistant Director named education because of adequate planning, budget allowances, and personnel. He went on to say that...*some problems may be experienced in implementing the support services component. Because the PDC budget does not match previous budgets of other federal programs at the school, some reduction in support services personnel may result. At this time, these reductions include a cut in the School Psychologist's and Social Worker's time in school. We are seeking additional funds to maintain existing services but cannot ensure the hiring of additional support services personnel at this time.*

According to the interviewee, organizational factors have been most influential during the PDC planning year. *Committees have been well organized and have encouraged active involvement on the part of all concerned. Also, timetables have served as monitoring guides to ensure the completion of individual planning tasks. As tasks are completed, recommendations are then made to the PDC Council for its approval.*

The Assistant Director of Early Childhood Education would like PDC to achieve a developmental program for Head Start through sixth grade. *I hope that such a program may bring about a new understanding of how children learn and develop.*

Elementary School Principal (May 27, 1975)

The Elementary School Principal reported that the handicapped, training and education components have been successfully planned for during the past year. *Handicapped Committee members have begun to 'articulate' the distinction between what services the Head Start program will provide and those the school district will provide. This effort has resulted in definitions of 'handicappedness degrees' within already existing handicapped categories. It has been decided that lesser handicaps, such as minimal or moderate learning disabilities, will be appropriately served by PDC, whereas more severe handicaps will continue to be referred to the district's handicapped services. This decision has resolved a previous conflict between Head Start and the school district administration. In the education component, textbook series have been adopted for use in K through grade 6 ensuring continuity as the child progresses through the grade levels. In addition, success in the education component may be attributed to a consensus of philosophy by staff members regarding how children learn and develop. This consensus has in turn been generalized to training sessions where the focus has been the development of a common perspective among staff, administrators and parents as they relate to children.*

Success in these components was a result of demonstrations by curriculum representatives of the Aloha program in San Diego, California and the Home Base program in Yakima, Washington and observations of other programs. These activities have increased staff awareness of different educational approaches. In addition, appropriate resource personnel were utilized by each component committee to supplement existing staff skills. A highly professional and enthusiastic staff and their attitude of control over PDC outcomes and achievements has given further impetus to the success of the handicapped, education and training components. Interestingly, evaluation site visits were also identified by the Principal as an influential factor during the planning year.

Because of misunderstandings over budget allowances, support service planning tasks remain in preliminary stages and support service personnel have not been identified. *With the coordination of local, regional and national PDC objectives, planning tasks appear too large for the given timetable. For quality planning in all component areas more time is required or tasks should be reduced to accomplishable ones appropriate to a restricted time period.*

When asked which components he thought would be most successfully implemented next year, the Principal mentioned education. *Specific times have been allotted to increase competencies, for example, in areas of child development and in learning principles. The program which will be implemented next fall will be created by the component committees who are responsible for completion of planning year activities. Some component committee members have also assumed active roles on the PDC Council. This Council acts only as an administrative body but has been active in structuring component areas and developing by-laws.*

The Principal perceives his role during the operational year as...*a resource person to provide information, arrange necessary meetings and 'articulate' the total school operation to staff and community regarding how PDC is affecting other existing programs at the school.* He will continue...*to incorporate and assimilate the PDC philosophies and objectives into the existing structure and initiate expansions where needed to secure full implementation.*

In addition to an increased awareness more people may gain of school operations, the Principal would like PDC to accomplish the implementation of a program that is developmentally continuous in nature for all children.

Summary

When asked to identify the components which had been most successfully planned during the year, all components were mentioned at least once except administration. Parent involvement was mentioned by three of the four interviewees. The reasons they gave for its success were the existing programs and the attitudes of staff and parents. Two people named education and training; staff skills and competencies were seen as important in explaining the success of these components.

Unsuccessful components were identified by three of the four interviewees; the PDC Coordinator did not name any as being unsuccessful. Administration, support services, services for the handicapped, and bilingual/bicultural education were each named once. The reasons for planning problems included institutional conflicts, budget problems, lack of time, misinterpretation of OCD guidelines, and lack of communication.

The interpretation of the role of the PDC Council was split between being an advisory body and being a decision-making, administrative body. However, there was agreement among all four that the Council had played an important role in reviewing and coordinating the planning activities of the component committees. The component committees were, in turn, seen as being responsible for completing the specific planning tasks and the PDC Coordinator then made recommendations to the PDC Council based on committee information.

When asked to anticipate success of implementation, the PDC Coordinator named all of the components as likely to be successfully implemented. Two interviewees named education, and one person named parent involvement and support services. The PDC Coordinator anticipated total success because planning had been completed. The reasons given for expected success in the other areas included adequate budget, personnel, training and staff attitudes.

The areas of potential problems in implementation were identified as support services and services to the handicapped. The reasons given were deficient budget and confusion over OCD guidelines. The suggested solution was better communication between OCD and the site.

All four interviewees anticipated playing a key role in PDC activities during next year. The PDC Coordinator sees her role as coordination and overseeing all implementation activities. The Principal sees his role as interpreting PDC to parents and teachers. The Chairperson of the Council anticipates a role primarily in communicating with others and the Assistant Director of Early Childhood Education said that he will maintain a supportive role.

All four interviewees said that they would like PDC to help establish a continuous learning experience for children. Two individuals also mentioned that the program would help persons gain additional understanding of child learning and development. In addition, the Principal thought that it might help give more people more information about the operation of the school and the Council Chairperson said that it could improve home-school relations and provide needed support services.

D. The Planning Process

Arrangements for Planning

The Assistant Director of Early Childhood Education, the Elementary School Principal, the Administrative Assistant fpr Elementary Education, the Director of Early Childhood Education, and representatives from the personnel office and the Superintendent's office were responsible for the selection of a PDC Coordinator. The PDC Coordinator was hired on October 14, 1975. She had been a teacher and curriculum specialist at the PDC school and had served as a curriculum specialist at another local school.

Except for the PDC Coordinator, all staff currently funded through PDC were staff members at the elementary school at the time the PDC proposal was written; in the past they were supported with Follow Through funds. The PDC Curriculum Specialist has been a teacher and educational consultant at the PDC school for many years. She is the Chairperson of the Education Committee and is actively involved in developing the training component of PDC. The PDC Parent Coordinator started working at the school as a paraprofessional, then became Follow Through Parent Coordinator, so she is familiar with school operations and the local community. A Social Worker at the school has taken responsibility for developing the support services and handicapped services components, and the School Psychologist is also involved with the PDC program.

Administrative personnel significantly involved in PDC are the Principal, the Assistant Director of Early Childhood Education, and the Assistant Principal. All three are members of the PDC Council. They are also involved in the overall coordination of the project, especially in its interface with the public school system. The Principal is also active in PDC planning as a member of the education and training committees.

The Principal organized the PDC Council by requesting a representative from each of the interest groups active at the school: Head Start, Follow Through, the upper grades (4-6), Title I, the Neighborhood Coordinating Committee (LINCC) and the Metropolitan Development Council (the grantee). Each of these groups is now represented on the Council.

National OCD officials have provided clarification on funding and guidelines for PDC. A member of the national staff visited the site on December 2 and 3, 1974, and provided technical assistance and program feedback to project staff. A representative from the regional OCD office had also been active in the Washington program, assisting in the interaction between national OCD staff and local site staff.

The Technical Assistance (TA) Consultant visits the site twice a month. In past visits, he has met with members of the component committees and has served as an advisor to key staff. The PDC Coordinator believes that the consultant's chief contribution has been his "outsider's perspective" which forces consideration of a broader range of possible alternatives.

Planning Year Activities

This section of the case study summarizes the accomplishments of the project on planning activities during the planning year. For convenience, this description is organized into two parts by program component. Part 1 covers activities from the beginning of the project through the first site visit by the evaluation team, and part 2 covers activities from that date through the end of the school year. Where there is overlap in the planning tasks set forth in the program guidelines, a discussion of a particular activity will be under the component with which it seems to fit best. Additional information on these planning activities, with special reference to compliance with guidelines, can be found in the Monitoring Report.

Administration, through January 1975. The PDC Council for the planning year is composed of representatives from each segment of the school community. The Assistant Director of Early Childhood Education, two parents and one teacher represent the Head Start program. Follow Through, Title I, the upper grade classes (4-6), the Neighborhood Coordinating Committee (a community and parent group) and the Metropolitan Development Council each have one representative. The Principal and the Assistant Principal at the PDC school are also Council members. The Principal was elected Chairperson of the PDC Council at its first meeting on October 28, 1974.

At the time of the first site visit, there was some confusion about the long-term role and composition of the Council. The Principal believed the Council should be a decision-making body. The PDC Coordinator mentioned that the present composition of the Council is only for the planning year and its membership will be expanded next fall to make it more representative by including parent representatives from every classroom in the school.

At the first PDC Council meeting, a committee system was organized to develop plans for implementing the various components. The Education Committee has taken responsibility for the education and training components and the Support Services Committee has taken responsibility for the developmental support services and handicapped services components. A Parent Involvement and a Bilingual/Bicultural Committee are also in existence. All committee decisions are subject to the approval of the PDC Council.

A philosophy which emphasizes the potential of the child was developed for the overall program and individual committees began developing component-specific philosophies. A tentative timetable was formulated for integrating planning year activities.

Preparations for 1975-76 funding included efforts to secure needed funds from the local Title I budget. Since the PDC school is already a Title I school, there should be little difficulty in obtaining funds to supplement the PDC budget for next year. The Administrative Assistant for Elementary Education and the Assistant Director of Early Childhood Education were responsible for organizing the PDC budget and the proposal for the 1975-76 school year. The goal of the budget was to secure funds equivalent to the level of the present Follow Through budget.

Administration, February to June 1975. The responsibility of administering the PDC program in Washington has been shared during the course of the planning year by three individuals. The Assistant Director of Early Childhood Education is PDC's fiscal manager; he has monitored PDC's expenditures and provided essential input while developing the 1975-76 budget. Both the Principal and the PDC Coordinator oversee PDC activities and minimally coordinate activities among component committees. Although the PDC Coordinator possesses the formal responsibility for coordinating PDC, the Principal has shared this responsibility equally. In part, the basis of this dual administrative head stems from PDC's interplay with elementary school affairs, traditionally controlled by the Principal. In addition to these two individuals, the PDC Council has some administrative responsibilities.

Information gathered from the first site visit indicated a PDC Council had been established and was active in reviewing planning tasks. The specific decision-making and advisory roles of this Council, however, were not well defined initially, which later led to reported conflict among planning staff. Since the first visit, several steps have been taken to reduce this conflict by defining the Council's role and delineating its exact composition.

Discussions began in March to address the PDC Council's merger with the existing school-community liaison committee--the Neighborhood Coordinating Committee (LINNC). This merger, according to the implementation proposal, would reduce the isolation of the PDC Council, allow more accessible positions for parents and permit the PDC Council to inherit a successfully established parent group to serve as a foundation for its implementation. For these reasons, the PDC Council and LINCC representatives approved a merger on March 7, 1975 which allows these two bodies to function as one. The primary function of the PDC Council is now viewed as designing and recommending administrative policy for PDC's operation. As its initial recommendation, the composition of the Council was expanded to reflect more parent involvement. As described in the proposal, its membership is composed of:

- Head Start parent representative (parent)
- Head Start Policy Council representative (parent)
- Title I representative (parent)
- Grantee Board representative
- LINCC Chairperson (parent)
- Head Start teacher representative
- K-3 teacher representative
- 4-6 teacher representative
- Head Start administrator
- Education agency representative

The PDC Council is chaired by the former LINCC Chairperson. During the implementation year the above representative categories will remain constant, incorporating more parent involvement whenever possible.

As a second undertaking, the PDC Council developed a set of by-laws which defined the roles of the individual planning staff in PDC's operation. From the PDC Coordinator's perspective, this action in addition to the LINNC-PDC merger reduced much of the dissension and confusion reported following the first evaluation visit.

After the first site visit, the subsequent report disclosed that four component committees were operational and were developing plans for implementation of component areas. Since this visit, the Education Committee has undergone division to facilitate completion of planning tasks. The resulting subcommittee structure includes:

- Reading and Language Committee
- Head Start Committee
- Physical Education Committee
- Music Committee
- Affective Teaching Committee
- Mathematics Committee
- Arts and Crafts Committee
- Science and Health Committee
- Innovative Educational Ideas Committee

Each of the above subcommittees are under the direction of a subcommittee chairperson who coordinates activities within his/her content area.

Plans have been established by individual component committees for teacher and parent training and the selection of curriculum material has been completed. The Parent Involvement Committee has planned training sessions for parents in decision-making; three such sessions were to be conducted by June.

With the completion of budget recommendations for the 1975-76 proposal, the Assistant Director of Early Childhood Education noted that the PDC school's projected operating budget is lower than past years. To avoid unnecessary staff and service reductions, he has instituted numerous efforts to secure matching funds but such efforts have met with little success. Thus, he revealed that a support services staff reduction would take place, perhaps hindering PDC's implementation. According to the submitted 1975-76 proposal, funds are available for support of the School Psychologist and Social Worker on a half-time basis only.

> Retrospectively, the merger of PDC and LINNC diminished the role confusion reported during the first site visit. The PDC Council's achievements during its brief existence may be indicative of its durability for the implementation year. Of some concern is the lack of a coordinating system for sequencing the diverse endeavors of various component subcommittees. Some teachers related this autonomy as enhancing the committee members' satisfaction and performance. However, PDC staff recognize that a coordinating system will be necessary to achieve implementation of the total program. And finally, PDC staff realize some adaptation may be in order if the program is to maintain continuous support services with the reported reduction in staff.

Education, through January 1975. The full-time PDC Curriculum Specialist is also Chairperson of the Education Committee which is responsible for developing the PDC curriculum. The PDC Coordinator and the Principal are also very active in this component area. Almost all of the teaching staff and a few parents are on the Education Committee which started holding meetings on October 28, 1974. According to the PDC Coordinator and Principal, teaching staff from grades 4 through 6 have been included, with the long-term goal of developing a unified curriculum that can continue through sixth grade.

At the time of the first site visit, subcommittees of the Education Committee were meeting on a weekly basis, concentrating on particular aspects of the overall curriculum (i.e., math, language arts, reading, etc.). A management by objectives technique was being utilized by each of the groups working on curriculum development. Representatives from each of these subgroups met every Monday afternoon to discuss progress and any problems that had developed. It was expected that a tentative curriculum proposal would be organized and that a draft of the curriculum would be submitted to the PDC Council for approval by mid-February.

Members of the Education Committee were reviewing diagnostic testing techniques to select an appropriate method to be used at the school. The School Psychologist had organized a complex feedback procedure for adoption by the committee, but he thought it might be too difficult to implement on a large scale and gain teacher acceptance.

At staff meetings, teachers were considering changes in staffing patterns, room arrangements and other classroom elements. According to the PDC Coordinator, there was no additional staffing money available so teachers were concentrating on other classroom changes. Some discussion has focused on the distribution of teaching time and how to effectively utilize a team teaching approach. Some consideration has also been given to using a "split day" program at the school, with children arriving at varied hours to lower the staff/student ratio.

The school's facilities were already adequately prepared for an Early Childhood School Model; the three experimental Head Start classes were already located in the building. A fourth Head Start class was located at the school's annex, but no decision had been made by January whether to incorporate this class into PDC or not.

Education, February to June 1975. Since the first site visit, staff and teachers have decided to plan and develop a curriculum of "their own making." According to the Curriculum Specialist, this curriculum will "reflect all things that happen to children during their early developmental years." It will include individualized instruction, emphasize problem-solving skills and use a multicultural approach. In its operation, the child will be encouraged to become self-directed and capable of making effective decisions as he/she progresses through the program. To facilitate curriculum development, the Education Committee has been subdivided into nine specific content areas. Each resultant subcommittee involves staff, teachers and parents in planning activities.

Although each subcommittee retains a chairperson for directive purposes, the Curriculum Specialist maintains her position. Her role is primarily as a resource person affording input into the various subcommittee areas, but there seems to be a lack of coordination across subcommittees. Consequently, the adoption of subject area philosophies, identification of needs, objectives, procedures for implementation and methods of evaluation have occurred independently within the context of the weekly meetings. The Curriculum Specialist is aware of this weakness and has proposed the development of a method for coordinating the work of the curriculum subcommittees as an important objective for the June workshops. Irrespective of this weakness, all educational subcommittees have reported satisfactory progress in completing planning tasks for implementing PDC in Head Start through third grade.

Perhaps one of the most unique subcommittees is the "Innovative Curriculum Areas." This subcommittee specifically plans and designs the outdoor environment at the school in order to create a climate for playing, learning, growing and developing interpersonal skills. Parents, teachers, staff and students have been cooperatively involved in efforts to complete planning tasks by fall 1975. Some of the initial plans propose designing equipment with manipulative objectives, designing equipment requiring decision-making to accomplish tasks, and planning space for children who wish to be alone. Through projected inservice training, staff will learn the value and use of this outdoor environment. These efforts indicate the PDC program's receptivity toward innovation, a highly valued characteristic for PDC's implementation.

Since the first site visit, numerous discussions have taken place to resolve issues inherent in the budget decrease. Including parents, staff, and administrators, these discussions have been focused on the potential "split-day program" to compensate for budget deficiencies. Since funds are not available for new staff, this approach structures the educational program so that children have varied hours of instruction, thus reducing the staff/child ratio. Winning the approval of staff and parents as an experimental attempt, the "split-day program" was to be completed by June and will be implemented in all grades with the exception of Head Start.

Other program changes are directed toward resolving the problems that accompany a reduction in Head Start monies. In an attempt to redistribute funds across the city's Head Start centers, the Assistant Director of Early Childhood Education has recommended the termination of Head Start's day care facilities in the PDC school's Annex. The children from the Annex will be referred to nearby child care centers while the three remaining Head Start classrooms will implement PDC.

During a two-week June workshop, work was begun on developing a cognitive and social diagnosis and evaluative system. The School Psychologist reported that he had conceptualized such a system and that it was to be operationalized during the workshop. Basically, the child will be screened on entering PDC to assess his/her skill area and as the child matures, a record will be maintained of the child's progress through skill areas. Since the teachers will perform these evaluations weekly within their respective classrooms, inservice training for screening procedures will also be conducted during the June workshop.

An additional plan for this time allotment is the finalization of a communication system across grade levels and between the school and community. Regularly scheduled staff meetings and component committee meetings will be utilized for these purposes. In addition, parents will have an opportunity to discuss their child's classroom status during several scheduled school-wide parent-teacher conferences.

> Overall, then, the education component may be viewed as the center of extensive planning activities. After deciding to develop their own innovative curriculum midway through the planning year, staff and parents have devoted substantial time to this purpose. Self-governed, the subcommittees have established philosophies, objectives, training and implementation procedures. A lack of overall coordination has been acknowledged by the PDC Coordinator who indicated that steps would be taken to eliminate this situation. Other obstacles evolving from budget reductions have been resolved, thus circumventing potential problems for PDC's implementation year. The staff, parents and administrators possess a vested interest in the component's success and are therefore anxious to achieve full implementation.

Preservice and inservice training, through January 1975. The PDC Coordinator, Curriculum Specialist, Assistant Director of Early Childhood Education and members of the Education Committee have taken the responsibility for developing the preservice and inservice training activities. An informal assessment of teacher training needs and a survey of training resources available had been completed by January. Some preservice training activities had already been held or were being scheduled with outside consultants. On Wednesday, February 5, 1975 the Project Director of the Yakima Follow Through program was to discuss parent involvement and on March 13 and 14, a consultant from the University of Oregon was to discuss child growth and development. Arrangements were also being made with a consultant from Pacific Lutheran University for a presentation on language development.

According to the PDC Coordinator, a long-range assessment of the training needs required for the development of an inservice training program was being conducted by those responsible for each planning component. Individuals who could conduct training workshops were being identified and contacts were being made to formalize a training schedule. Staff within the local school system who were working on planning activities had agreed to participate in inservice training next year. The Director of Support Services for the local public school system and the Medical Officer for the school district have been involved in planning for the developmental support services and handicapped components. A Math Specialist, an Art Specialist, a Science Specialist, and a Teaching Specialist had all agreed to take part in inservice training.

The PDC Coordinator indicated that preparation for training activities had been facilitated by the positive attitude of the Principal, the Assistant Director of Early Childhood Education and the staff as a whole. There was general agreement that a sound training program would contribute to the success of PDC and regularly scheduled staff meetings on Wednesday afternoons had been set aside for staff training. A committee is tentatively scheduled to meet during the summer to plan for the inservice training program but additional funds for salaries for committee members must be appropriated.

Preservice and inservice training, February to June 1975. Since the last evauluation visit, numerous inservice training sessions and workshops have occurred. A training session directed by the University of Oregon Consultant focused on developmental characteristics of children with respect to a PDC program. Discussions took place with Indian consultants to elicit their aid in planning culturally relevant classroom activities. Other consultants directed a mini-session on the "exploration of philosophy values clarification and learning situations." These are examples of the wide range of training programs that have been attended by parents, teachers and administrators. (The percentage of attendance by interested groups has fluctuated with the content of training sessions.) Other consultants have been utilized for articulating a curriculum approach and for selecting appropriate materials. Essential training for curriculum and support services implementation was ongoing throughout the planning year and is scheduled for completion in June. Committees, with coordination from the curriculum specialist and PDC Coordinator, assess the needs for each area. However, information concerning the effectiveness of training sessions and their subsequent long-range outcomes has not been determined by PDC staff.

The above training endeavors were prompted and arranged by individual component committees as their training needs were identified during the various planning stages. Training by committees is done with the approval of the PDC Coordinator, Curriculum Specialist and total staff. For next year, several other training sessions are proposed and have been included in the 1975-76 proposal. These sessions encompass a wide range of interests and employ the resources of PDC staff as well as outside professionals. These project plans, however, lack a formal structure for coordinating and sequencing across component areas. The Curriculum Specialist reported that a system for sequencing training events would emerge during the June workshops.

> In sum, the required elements of this component--selecting consultants and providing training for teachers, staff and parents--have been addressed. Because training has been planned by individual component areas, a coordinating and evaluation mechanism has not been developed.

Developmental support services, through January 1975. Since a Coordinator of Developmental Support Services had not been hired by January, the School Social Worker had taken responsibility for developing the support services component. A specialist on exceptional children for the Board of Education was assisting the Social Worker; additional assistance had been received from several teachers, parents and members of the school's support services team.

Interviews had been conducted with the teaching staff, administrators and the pupil services team at the school to define the nutritional, medical, dental and social service needs of the children. School and community resources had been identified and no gaps in the support services program had been identified. (The present support services program is extensive because of the availability of Follow Through and Title I funds.)

At the time of the first site visit, there was a lack of funds for providing support services aid to low-income people who do not qualify for Title I aid, but are still unable to pay for needed services. Thus far, community contacts made by the Social Worker had not uncovered additional sources of revenue for this purpose. According to the Social Worker and the Administrative Assistant for Elementary Education, OCD was to be contacted for assistance in locating sources of funding.

Visits had been made to sites within the area to observe other support services delivery programs in action. Material resources for staff and parent training had been collected. Preliminary arrangements for developing a service delivery system had been made with local agencies that would be participating in the PDC support services program. These community agencies had been invited by the Social Worker to make formal and informal presentations at the school on the nature and scope of their programs.

Developmental support services, February to June 1975. Visits made by PDC personnel to other schools in order to obtain ideas regarding support services delivery programs have yielded the necessary information for developing a PDC system. With this initial input, the School Psychologist reported that a system for coordinating direct services and referrals has been developed. A referral form completed by teachers, parents, or an administrator sets the system in motion. This referral form is reviewed by support services staff who then make recommendations, seek parent input and secure the required services for delivery. After the appropriate services are introduced, a follow-up review is conducted and necessary adjustments are made. Training for operationalizing this system will begin during the June workshop.

Following the assessment of children's nutritional, medical, dental and social needs, a subsequent step was the previously reported contact with community service agencies. Thus far, the list of community agencies includes the services of a private psychiatric hospital, a youth services bureau, the Big Brother organization, child study and treatment center, a child guidance center, and a military hospital. Support services staff plan to continue to expand and refine this community resource base. For those families who do not qualify for Title I services, but are still unable to pay for them, services are obtained through medical coupons from welfare agencies.

The search for additional funding sources has not been very successful. With the ensuing 1975-76 budget reductions, there was more concern and uncertainty on the part of PDC personnel regarding the implementation of a support services package. To counteract this uncertainty, several discussions have taken place since the last visit among administrators, parents and Support Services Committee members. These discussions have resulted in two remedial steps to be taken next fall. First, the Social Worker and the School Psychologist will be funded on a part-time basis by PDC. To compensate for this, the PDC Support Services Committee will be integrated into the existing School Pupil Personnel Service Team. The School Psychologist indicated that this merger will better effect and perpetuate community resource linkages in the absence of a full-time PDC support services team. It should be noted, however, that once this occurs the PDC support services component as a distinct entity will no longer exist. The implications of this merger have not yet been addressed by staff and committee members.

> In sum, the extensive support services already available and the competencies of support service team members have facilitated the completion of planning tasks. The PCD concept and available planning funds have provided the necessary incentive and means for assessing child needs and for delivering proper services which have traditionally occurred only in Head Start classrooms. Becuase of budget constraints, several alterations will be effective next year and may skew PDC's support services impact.

Parent involvement, through January 1975. The Parent Coordinator was appointed on September 2, 1974. During the 1973-74 school year, she had been Parent Coordinator for the Follow Through program at the school so she is aware of school operations and the nature of the local community. She and the Social Worker are responsible for developing parent involvement in PDC. Their efforts have received strong support and cooperation from the Principal, the Assistant Director of Early Childhood Education, and the PDC Coordinator.

PDC is inheriting an already active parent program because the Head Start and Follow Through programs at the school have recognized the importance of parent involvement for many years. Parents have played a significant role in program decision-making and have been encouraged to participate in classroom activities. There is a parent room at the school and teachers and parents interact freely with each other on a first-name basis.

This year parents are also playing an active role in PDC planning activities--four parents from the school are on the PDC Council and are taking part in program decision-making. Next year tentative plans include adding additional parents to the Council. An example of parent influence occurred when the school was asked to choose between maintaining a Follow Through program or switching to PDC. Parents were asked to take a formal vote and when they chose PDC and the teaching staff agreed, Follow Through was dropped. Parents have also been actively involved on the PDC planning committees.

By January, PDC staff and parents were planning for parent involvement in classrooms at all grade levels, from Head Start through grade 6. The Social Worker had developed a tracking procedure to provide feedback on the level of parent activity in PDC. Parents will work on teaching teams with the regular classroom teachers and will have training responsibilities. Parent training in classroom skills will occur on a one-to-one basis with the cooperating teacher.

Teacher contacts with parents at all grade levels will be based on the Head Start guidelines. Every family will have one meeting a month with the classroom teacher and at least three of these meetings will occur in the family's home. In addition, three times a year, parents will have an opportunity to attend full-day, school-wide meetings where they will be informed about the status of their child's educational experience. Finally, at the time of the first site visit, an assessment of parent interests in special adult programs had been completed and workshops or other activities were being planned to meet those needs.

Parent involvement, February through June 1975. With the merger of the PDC Council and LINCC, the LINCC Chairperson inherited the Chairperson position on the PDC Council. Through the joint efforts of the Chairperson and the Parent Coordinator, parent involvement has continued to grow during the past months. In fact, according to the Chairperson, parent involvement has increased by 25% over past parent involvement activity.

This increase may be attributed to the recent multicultural activities that have been occurring at the school and to recent activities of the school's Advisory Board of Health (LAB-H). In an attempt to increase involvement of parents from different ethnic groups, members of the Multicultural Committee solicited their aid in planning cultural events. This effort afforded parents an opportunity to "teach" teachers and to interact with them on a one-to-one basis, and, perhaps feeling more comfortable, parents have increased their PDC participation. Parent planning has resulted in an African culture fair, ethnic family dinners, and a recent American Indian dance festival. Similar activities will continue next year.

In addition, the LAB-H has invited all parents to attend relevant workshops and conferences that will be addressing health-related topics. This group existed before PDC's evolution and is primarily composed of school parents. It is directed by parents and now is under the auspices of the PDC Council Chairperson, the PDC Parent Coordinator and its own Chairperson. The topics of LAB-H workshops were generated from a parent needs assessment questionnaire. Given this input, LAB-H members and Parent Involvement Committee members are working cooperatively in arranging workshops to address these topics.

Further enhancement of parent-teacher relationships was also reported by the PDC Council Chairperson. A "Friday Forum" has been established to allow parents and teachers to meet and discuss various school-related topics in an informal atmosphere. The parent room also provides an informal meeting place for parents and teachers. According to the Council Chairperson, parents have been very responsive to these attempts by school staff to achieve a good rapport with parents.

From its initiation, parents have been actively involved in PDC planning activities as participants as well as leaders. To increase parent competencies for group processes, May training sessions in organizational procedures and decision-making were conducted and were well attended by parents. Further efforts to increase competencies have been planned by the PDC Council Chairperson. Recognizing the value of her role, she has recommended a rotating chairpersonship for the Parent Involvement Committee, thereby giving parents practical experience in leading groups and directing activities. Before each meeting, she outlines the intended agenda with the Chairperson for that meeting and then that person leads the session. This opportunity for application has been warmly received by parents. Other training sessions were planned for June to increase parent competencies for tutoring small groups of children.

As noted in part 1, a tracking procedure has been introduced by the School Social Worker to assess the level of parent activity in PDC. According to the 1975-76 proposal, evaluation of parent involvement will be assessed and recorded in several ways. Each classroom teacher will record parent attendance at workshops, the number of volunteer hours donated and parent-teacher contact hours. A skills and interests account will also be prepared for each PDC parent. These records will be reviewed each year to identify parent growth and interest in the PDC program.

In sum, as indicated by their activities and behaviors, parents are viewing themselves as an integral part of their child's total learning experience. Further, they perceive PDC as an opportunity to enhance and to increase their own personal competencies. These attitudes have led to a satisfactory completion of planning tasks in this component area. It now appears that the school is not only reaching parents who have been traditionally involved in school affairs, but effective means have been employed to encourage bilingual/bicultural parents to be involved also. Parents and teachers alike are enthusiastic about their accomplishments so far and are looking forward to another year of personal growth and involvement.

Services for handicapped children, through January 1975. The School Social Worker and the school district's Specialist on Exceptional Children have taken responsibility for planning in this area. By January, children who are handicapped or have learning disabilities had been identified and staff members were aware of the services that would be needed in the start-up year. According to the Social Worker, the present level of available support services should satisfy most of the needs of this special group of children but city, county, state and federal services that are potentially available had also been identified. Efforts were being made to provide funds for occupational therapy, speech therapy, an additional reading resource teacher and a special adjustment room assistant, but no funding sources had been located.

The need for training staff in mainstreaming handicapped children had been recognized and meetings had already been held with staff on this topic. Additional training was being planned. Outside experts had been consulted on staff training and the development of individualized classroom services for handicapped children.

Services for handicapped children, February to June 1975. Recent efforts by the Handicapped Committee have resulted in the identification of approximately 100 children with learning disabilities in grades K through 6, who will require special services during the implementation year. Mainstreaming of these children will be encouraged; however, students will obtain two or more hours of special reading, math, language and perceptual skills instruction in a "special adjustment classroom." Three of these self-contained classrooms will be available to meet the needs of PDC children with respect to their learning levels. While some mainstreaming of handicapped children is occurring, it is not at an optimal level. In fact, it was discovered that approximately half of the students now receiving special instruction could be mainstreamed to a greater degree. With the intended improvement in teacher communications, it is hoped that a higher mainstreaming level can be achieved.

The Specialist on Exceptional Children reported that children with handicaps of a more severe nature (i.e., blind, deaf, physically impaired) will be referred to facilities provided by the school district. This procedure is in compliance with the state guidelines for serving handicapped children.

An assessment of community resources has been completed for the first operational year. The following agencies have been contacted and will provide appropriate services:

- comprehensive mental health clinic services
- speech and hearing clinic services
- child study and treatment services
- therapy and evaluation services
- services for handicapped (special education services provided by the local public schools).

A referral system that has been developed by the local public schools will be utilized to coordinate these services under the direction of the central school administration. Accordingly, these services and service arrangements are projected to be continuous and ongoing efforts.

Structural changes in the school building are not required to support the designated handicapped children. Materials necessary to implement this component next year have been identified and ordered by the special adjustment room teachers and by the Handicapped Committee. Additionally, a special adjustment room assistant will be hired in the fall.

Although the need for training in this component has been discussed, inservice training had not occurred by the second site visit. Any special handicapped training that is necessary will be accomplished by school district resource personnel. According to the Specialist on Exceptional Children, plans have been finalized to present a workshop centered around attitudes of staff regarding handicapped children and the development of skills and techniques needed to identify and instruct handicapped children in the classroom. This workshop is scheduled to be held during January 1976.

> In sum, the PDC school is prepared to provide services for the learning disabled child. Beginning with kindergarten, these children will receive special instruction in reading, math or perceptual skills. If necessary, preschool children can also receive special attention to insure the acquisition of "readiness skills." Information gathered at both site visits indicates a strong motivation on the part of staff to mainstream these children more than in the past. With the increased communication that has been observed among teachers since PDC planning began, this goal may become a reality. However, the postponement of training which would equip all teachers with

skills to instruct handicapped children conflicts with the goal of increasing the mainstreaming of handicapped children. By delaying teacher training until January 1976, the establishment of an effective program in this area is also delayed.

Services for bilingual/bicultural children, through January 1975. Two social workers at the PDC school are Co-Chairpersons of the Bilingual/Multicultural Committee and two Head Start teachers, two elementary teachers and one Head Start parent are members of the committee. Committee meetings started around the middle of November and are scheduled to occur on a twice-weekly basis.

By January a philosophy with program goals and objectives had been agreed upon and formalized by committee members. An assessment of children's bilingual/multicultural needs had been conducted by surveying Head Start and elementary teachers at the PDC school. Suggestions for techniques of individualization and measures of the impact of bilingual/multicultural services on the children had also been solicited.

The committee had concluded that the English as a Second Language program would be the best approach to meeting the needs of bilingual children. A tutor will be provided on a weekly basis to teach English; children who need this service have Puerto Rican or Korean backgrounds. As for cultural activities, the committee was developing a program that will emphasize the multicultural diversity of the children and staff in every classroom. The completed bilingual/multicultural program will outline specific activities to be carried out and will provide a flexible timetable for their completion.

At the time of the first site visit, available bilingual/multicultural resources in the school system and the community were in the process of being identified. A survey had been conducted of staff backgrounds to determine which staff members will be able to contribute to the program. Potential parent participants were being contacted and a list of community resource persons had also been developed. Some curriculum materials that could be used had been examined and efforts were being made to identify and develop others. Funds were available to purchase materials that were not presently available.

The committee had discussed the need for staff training and was in the process of developing contacts with experts in bilingual/multicultural training. A meeting was being planned with an individual from Seattle University to determine the cost, content and time schedule of a training workshop. The committee was in the process of looking for other resources that could contribute to the total training package which will include techniques of evaluating the progress of bilingual/multicultural children.

Services for bilingual/bicultural children, February to June 1975. Because the PDC school serves diverse cultural groups, the title of this component has been changed to "multicultural education component." Under the shared direction of the Co-Chairperson, the Multicultural Committee has continued to meet on a twice-weekly basis. These collective meetings, attended by staff and parents, have resulted in an affirmed philosophical approach to multicultural education and in the implementation of the plans that were noted after the first site visit.

The PDC school's multicultural approach is based on two premises. First, "sharing among children, staff, parents and community individuals from differing cultures can increase the child's exposure to and understanding of the world's totality." Second, multicultural children can best "develop to their fullest potential when educational programs are adapted to their individual needs and interests." Thus, the school has adopted an approach which recognizes that all members of the school environment can benefit from a multicultural approach.

To this end, consultants from Seattle University have been utilized to conduct a multicultural curriculum workshop and to provide a workbook, "Multiethnic Studies in the Elementary Classroom," for teachers to use in curriculum planning. With the further assistance of these consultants, materials have been identified in the school library that are suitable for multicultural education and a bibliography of multicultural books has been compiled for distribution among teachers and parents. Other schools were contacted to assess availability of multicultural materials that could be apportioned across the district and additional materials proportional to the funds available are on order.

Through efforts of members of the Multicultural Committee, ten staff members and 15 parents have been identified to serve as resource persons. Another achievement of the Multicultural Committee is a scheme for evaluating multicultural services. As an ongoing process, committee members will assess, at one- and five-month intervals, the degree to which teachers have committed themselves to the multicultural approach. This will be determined by observing their use of multicultural materials in learning components. At two-, three- and four-month intervals, the list of available resources will be reviewed, updated when necessary, and examined to ensure that all ethnic groups are represented.

> In sum, the activities of the Multicultural Committee during the course of the planning year have resulted in a strong component that is ready for implementation and, to some extent, already being implemented. Committee members have adopted a shared philosophy as their approach, have contacted consultants for assistance, have fully utilized the resources available to them in their immediate environment, have collected essential curriculum materials and finally, to ensure optimal implementation, have proposed an evaluation system.

E. Analysis of the Planning Process

Many people at the PDC site in Washington have been actively involved throughout the year in planning for the transition of the target school from a Follow Through model to a PDC program that is consistent with the guidelines established by OCD. In part, this process has been one of modifying the current program, rather than the establishment of a totally new one. The formal structure of the Washington PDC program is presented in Figure 1.

The analysis and interpretation of this program is presented in the sections that follow in terms of description of roles of the planning personnel, planning accomplishments and completion of planning activities, an overview and interpretation of salient features of the program as it stands at the end of the planning year and a description of the de facto definition of the PDC program.

Description of Roles

Planning for the PDC program was accomplished by PDC staff, parents, teachers, support services personnel and administrators from the PDC school and the school district offices. Their roles and activities can be delineated as follows:

- Assistant Director of Early Childhood Education. The Assistant Director of Early Childhood Education is a member of the administrative staff and Director of Head Start programs for the local public school system. He, along with the Administrative Assistant for Elementary Education from the same office, was responsible for developing the original PDC proposal in spring 1974. After the proposal was approved, he was involved in deciding which elementary school would participate in the program and in selecting PDC staff for the planning year. He was heavily involved in interpreting federal guidelines and in organizing the program in the fall as well as serving as a member of the PDC Council. During the year he became less involved in the daily operation of the program so that others from the school could supervise program development. Throughout the year he has acted as fiscal manager of the program, developing the PDC budget for 1975-76 and negotiating with regional and national OCD officials for additional funds.

- Administrative Assistant for Elementary Education. The Administrative Assistant for Elementary Education has primary administrative authority for the operation of PDC.

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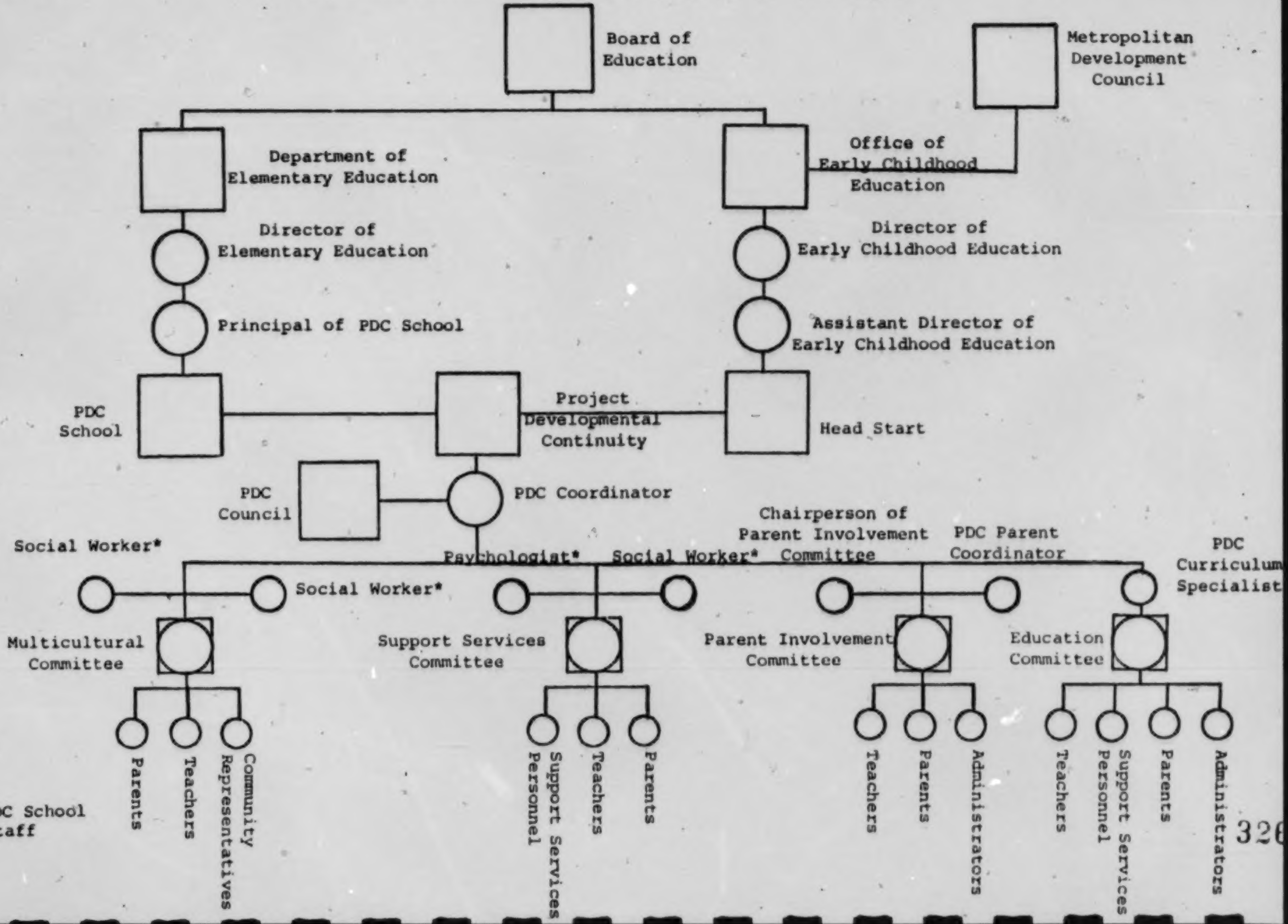
Figure 1

Formal Structure of the PDC Program in Washington


Board of Education
Metropolitan Development Council
Department of Elementary Education
Office of Early Childhood Education
Director of Elementary Education
Director of Early Childhood Education
Principal of PDC School
Assistant Director of Early Childhood Education
PDC School
Project Developmental Continuity
Head Start
PDC Council
PDC Coordinator
Social Worker*
Psychologist*
Social Worker*
Chairperson of Parent Involvement Committee
PDC Parent Coordinator
PDC Curriculum Specialist
Social Worker*
Multicultural Committee
Support Services Committee
Parent Involvement Committee
Education Committee
Parents
Teachers
Community Representatives
Support Services Personnel
Teachers
Parents
Teachers
Parents
Administrators
Teachers
Support Services Personnel
Parents
Administrators

*PDC School Staff

He, along with the Assistant Director of Early Childhood Education, wrote the original funding proposal and was involved in selecting staff and operationalizing the program in the fall. He has not assumed a direct role in program operations, but he has been involved in organizing the budget and negotiating for additional funding with regional and national OCD officials.

- Principal of PDC School. The Principal of the PDC school has been exceptionally active in PDC program development during the planning year. In fact it seems that he has an equal, if not greater, say in program operations than the PDC Coordinator. He sees himself as a facilitator, moderating the integration of PDC into the school, while ensuring that the interests of other groups at the school are not disturbed. He has been responsible for organizing meetings and workshops between and across staff and parents on program development. In addition, he is an active member of the PDC Council and an advocate of its merger with LINCC. He has a good working relationship with PDC staff, and has a strong personal commitment to see PDC successfully implemented.

- PDC Coordinator. In the past, the PDC Coordinator has been a teacher at the target school and has also served as a Curriculum Specialist for the local Follow Through program. She is educationally oriented and has focused her attention on regularly providing technical expertise to the education subcommittees. She has been less effective in developing completely adequate overall program coordination.

- Curriculum Specialist. The Curriculum Specialist has been a teacher and educational consultant at the PDC school for many years. She is responsible for the activities of the Education Committee, but has not acted as a coordinator or director. Instead, she has served as a resource person to each of the subcommittees working on the program. She has developed a resource file of curriculum materials for the committee members' utilization and has expressed strong support for the concept of PDC.

- PDC Council Chairperson. The PDC Council Chairperson was the Chairperson of LINCC and became Chairperson of the PDC Council in March when the two groups merged; she is also the Chairperson of the Parent Involvement Committee. She is a parent whose children are enrolled at the PDC school and she has been active in school activities for several years. Throughout the year, she has served as a liaison person between PDC and the community and sees herself as a spokesperson for the community. She strongly favors PDC as an innovative program and has instituted a number of changes including a rotating chairpersonship at Parent Involvement Committee meetings and "rap sessions" for parents on Monday mornings at school.

- Parent Coordinator. The Parent Coordinator is a parent from the local community who started working at the school as a paraprofessional, became the Follow Through Parent Coordinator and now is serving in the role of PDC Parent Coordinator. Working jointly with the PDC Council Chairperson, she has been active in getting parents involved in PDC planning activities and supervising the development of the PDC parent program. She has a strong personal commitment to PDC's success.

- Support Services Coordinators. The part-time PDC Social Worker and the School Psychologist together have taken responsibility for coordinating the development of the support services and handicapped components during the planning year. They were particularly active in contacting community resources and conducting training.

- Bilingual/Bicultural Coordinators. Two other social workers at the PDC school have taken responsibility for the development of the bilingual/bicultural program during the planning year. Their expertise has led to an organized and operational multicultural educational program. Both women possess and share a personal commitment to the program's success.

- Parents. The PDC school has had an active parent program in conjunction with the Follow Through program for a number of years. Parents have their own meeting room located in the PDC school and move freely about the building talking with teachers on a first-name basis. The parents interviewed feel it is their responsibility to participate in school activities and see it as beneficial to their children's education. During the year, they have been involved in all phases of PDC planning as members of the PDC Council, and planning committees. The Chairperson of the PDC Council and the PDC Parent Coordinator are both parents from the local community.

- Teachers. Head Start teachers and those in kindergarten through third grade have been actively involved in planning activities as members of the PDC Council and in planning committees. They are highly motivated to implement PDC and have provided their expertise and substantial amounts of their personal time to the planning process.

- Consultants. Throughout the planning year, several consultants have been utilized to sophisticate and advance planning activities. Their technical assistance has been directed toward curriculum development, designing the multicultural component and providing the necessary training for PDC staff. Good rapport has been established with them and plans are to call on their services in the future.

The working relationships among these program participants have been positive and professionally rewarding. Parents have been involved in every facet of planning and consultants have been used to fill in gaps and stimulate new interest in program goals and activities. Consequently, the planning year has been marked by extensive planning activities and major modifications of existing programs to produce a PDC program. Although a lack of overall program coordination is evident, component committees and planning staff are approaching PDC's implementation year with a shared philosophy and commitment to program goals.

Planning Accomplishments by Component

Progress on the completion of the planning activities in Washington has been steady throughout the year. While only 22 tasks had been completed during the first half of the year, 39 had been completed by the end of the school year. A total of 12 tasks were in progress, two had not begun, and four had not been addressed because they were found to be inappropriate for this site. Table 1 gives a component-by-component breakdown of planning task completions. Six of the seven components have a high percentage of task completions; training is the only component with a high number of in-progress tasks.

Education. The two tasks not yet completed in the education component are the development of a coordinated curriculum and the development of a diagnostic-evaluative system. It was unclear at the time of the second site visit whether the sessions scheduled for a two-week June workshop would be adequate to complete these two tasks. Therefore, these tasks may not be completed until school opens in the fall.

Training. The planning staff intended to complete planning tasks in the training component by utilizing a portion of the June workshop time for training teachers in methods of individualized instruction and operationalizing the diagnostic-evaluative system. Again, it is questionable whether a two-week period provides sufficient time for adequate completion of the above tasks.

Table 1

Degree of Completion of Planning Tasks by Component

Component	Number of Planning Tasks	Complete	In Progress	Not Begun
Education	9	5	2	2
Training	7	2	5	0
Support Services	6	4	0	2
Parent Involvement	9	9	0	0
Administration	11	8	2	1
Handicapped Services	8	5	3	0
Bilingual/ Bicultural	7	6	0	1
COMPLETION TOTAL	57	39	12	6

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Support services. Planning tasks for the support services component are essentially complete. A new Support Services Coordinator was not hired because available support services staff assumed responsibility for the coordination of this area. Gaps in program services have not been addressed because PDC staff feel the service delivery system can satisfactorily meet present needs and funds do not exist to provide additional services.

Parent involvement. All of the tasks in the parent involvement component area are complete and the component is ready for implementation next year. This is an indication of the strength of the parent program at the PDC school.

Administration. Of the 11 administrative tasks, eight have been completed. The three that are not complete refer to the difficulties in developing a coordinated plan for the implementation of the program and coordinating PDC efforts with other state and federal funds.

Handicapped. Progress in the handicapped component area has also been good with five completed tasks. One task in this area, training staff to work with handicapped children, will not be completed until January 1976. The program is having difficulties filling the gaps in the service delivery system and meeting staffing needs because of the budget problems discussed earlier.

Multicultural. Planning activities for the multicultural component are complete. The only potential problem area is completion of training for staff in methods of evaluating multicultural children. Some of this training has taken place, but the June workshop was to be utilized for the remainder.

Planning Accomplishments by Type of Activity

Table 2 gives a review of the completion of planning tasks by type of activity. Planning accomplishments were placed in four major categories: coordination, review and assessment, administrative decisions, and program decisions.

Coordination. Included as coordination were all activities that involved developing timetables and schedules, arranging intergroup communication and defining relationships among people and/or groups. The large number of completed coordination tasks only reflect the work in the individual component areas, i.e., establishing distinct timetables, communications and relationships. These efforts are neither coordinated nor integrated into a total PDC scheme. Members working in one component area are not aware of activities in other areas. Thus, coordination exists, but on an individual component basis only.

Table 2

Degree of Completion of Planning Tasks by Type of Activity

Activity	Complete	In Progress	Not Begun	ACTIVITY TOTAL
Coordination	14	0	1	15
Review and Assessment	8	2	0	10
Administrative Decisions	11	2	4	17
Program Decisions	6	8	1	15
COMPLETION TOTAL	39	12	6	57

Review and assessment. Review and assessment requirements included review of existing programs, review of program alternatives, surveys of resource people and services and assessments of needs or interests. Of ten review and assessment tasks, eight have been completed and two are in process. There are no major problems in this area.

Administrative decisions. Of the 17 administrative decisions, 11 have been completed, two are in process, and four have not been addressed. Administrative decisions include hiring personnel, deciding on space and physical plant issues, budgetary issues and initiating specific program activities. These were easily definable, fixed-time decisions and most have been addressed. The number of "incomplete" administrative tasks is deceiving. Essentially, all four of these tasks have not been addressed due to their inappropriateness for this site. Tasks that are in the process of completion, however, have met with several obstacles whereby their full completion may not be possible. These tasks are all in the handicapped component and concern providing services for a full range of handicaps. The completion of these tasks necessitated negotiations with state and district administrators. Recognizing the inconsistency of OCD guidelines with state guidelines, the Washington site resolved to adhere to state guidelines, i.e., mainstreaming only the learning disabled child.

Program decisions. Program decisions have proven to be the most difficult planning tasks. Included here are definitions of program goals, definitions of needed program materials, definitions of training content, and definitions of program plans for instruction and support services. Only six of these tasks have been completed while nine remain incomplete. Five of the incomplete tasks center on the development of a continuous curriculum, a diagnostic system, and training teachers. As mentioned previously, a large portion of this work was reserved for the June workshop. If that time is sufficient to complete these tasks, implementation will be assured. Otherwise, their completion may be delayed until fall.

Summary. Overall, planning in Washington has been extensive and has progressed at a steady pace. Within the three-month interval between site visits, 17 additional planning tasks were completed. If this progress is maintained, the small number of remaining tasks should be completed. However, several significant tasks were to be completed at a two-week June workshop. Whether so many tasks could realistically be completed in such a short period of time and in accordance with OCD guidelines seemed highly questionable to members of the evaluation team.

Program Interpretation

By the end of the planning year, the transition from Follow Through to PDC was nearing completion at the PDC school. This section gives an overview of the program and an interpretation of the factors that have been influential during the planning year.

- Existing school programs. Federal and state programs operating in the school at the start of the 1974-75 school year included Follow Through, Title I, and ESAA. These programs have had both positive and negative impacts on planning year activities. Because of the Follow Through program, an active parent program and a support services delivery system had already been established at the school. Teachers were well trained, were familiar with individualized instruction and knew how to work with outside consultants. As a result, PDC program development was facilitated. At the same time, problems developed because of a duplication of services and uncertainty about where PDC would fit in. Subsequently, administrative problems and organizational confusion occurred that hindered program development during the early part of the year.

- Parent participation. Throughout the year, parents were a strong force in PDC program development. They participated regularly as members of the PDC Council and planning committees and on an informal basis through daily visits to the school. They asserted their rights as parents to have input into programs that will have potential effects on their children. Thus PDC in Washington has evolved into a community-based program.

- Non-directive program coordination. The PDC Coordinator has taken a non-directive approach to program coordination which has meant that other planning personnel have assumed a great deal of responsibility in planning activities. Their cooperation and competence in successfully planning the PDC program has demonstrated that strong central coordination is not always necessary.

- Staff competencies and attributes. PDC staff and teachers have worked cooperatively, sharing their expertise and putting forth the necessary efforts for completing planning tasks. Because component areas experienced a great deal of autonomy, individual staff members view PDC as "their program" and have made a personal commitment to its success. The planning climate that has resulted is one of both professional and personal satisfaction.

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- Support of the school system. During the past year, school district administrative personnel and curriculum specialists have viewed PDC very positively. They have provided the necessary support for its initiation and continued this support with consulting time and curriculum materials.

In sum, PDC planning activities are nearing completion and the program is preparing effectively for the implementation year.

The De Facto Definition of PDC

The PDC program that is evolving at the Washington site reflects a strong parent and community orientation. In part, this strong orientation is due to existing programs that have evolved from the Follow Through program. PDC was instrumental in strengthening these programs and in expanding them to incorporate parents of differing ethnic groups.

PDC receives broad-based support in terms of participation and decision-making from a variety of groups. The structure of the PDC Council encompasses every important or influential segment in the local school-community environment. Committees are similarly comprised of a cross-section of individuals to ensure that all needs and interests of the PDC program are upheld. The autonomy of these planning and parent groups has permitted considerable involvement of individuals in a variety of decision-making processes.

In sum, the PDC program emerging in Washington is one that is structured to answer the diverse needs of various groups participating in the program. Parents have a role in planning and decision making where their interests can be expressed and personal competencies can be enhanced. Teachers are working in an environment which offers an opportunity for change, innovation and expressions of creativity. And finally, the planning efforts of these groups will culminate in the environment where the developmental needs of the child are recognized and addressed. With some technical assistance in coordinating and integrating the program, this can be achieved.

PROJECT DEVELOPMENTAL CONTINUITY
PROGRAM CASE STUDY

West Virginia

July 1975

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A. Introduction

Perhaps the key to West Virginia's success with planning year activities for Project Developmental Continuity (PDC), is the ability of Head Start and public school administrators to work together harmoniously and productively from the start. The initial decision to apply for PDC funding, the process of hiring PDC staff, and the establishment of a PDC Council were all joint endeavors of these groups. This attitude of cooperation is being maintained by everyone connected with the project and, working together, diverse groups are forming a program which they hope will develop into a model educational approach that will be suited to the particular needs of the community. Before reviewing progress in planning for Developmental Continuity, it is important to understand the context in which these activities are occurring. This introduction describes the community where the program is located and the events that led to the establishment of a PDC demonstration site.

The Community

There are 65,000 residing in this West Virginia county, an attractive rural area that is predominantly White (99%) with Black, Asian, and Spanish-surnamed minorities. Building components, plumbing and pharmaceutical supplies, coal mining and handcrafted glassware are some of the area's products. Major employers include a local university, a Bureau of Mines office, two glass factories, and an industrial plant.

The neighborhoods housing the two PDC schools are adjacent to each other and are predominantly residential. The two PDC schools, hereafter to be referred to as School A and School B, are located within a half-mile radius of each other. Shopping facilities in both neighborhoods are limited to small grocery stores, but a larger shopping center is within a five-minute drive of either. Although no community agencies are located within the PDC area, such services are only a 15-minute drive away.

The typical family in this community lives in a single-family dwelling, has three children, and both parents live in the home; the community has a small percentage of one-parent families (10%). Very few of the residents are employed in the local community, instead they find employment opportunities throughout the county.

Over 90% of parents whose children attend either School A or B are employed, most often as laborers or professionals, while 8.5% of School A's residents and 5.7% of School B's are receiving welfare assistance.

The Origins of Developmental Continuity

West Virginia's decision to apply for PDC program funding was a joint one between the county's Head Start Director and elementary school officials. The Head Start Director learned of PDC from the Office of Child Development's Region III officials. With the support of the regional community action agency (PDC grantee), which administers the Head Start programs for a six-county area, the Head Start Director contacted county school officials. The group that made the decision to apply for funding consisted of the Superintendent of Schools, Assistant Superintendent for Instructional Services, Director of Elementary Education, the Director of Federal Programs, and the Head Start Director. This group felt that PDC would provide an opportunity to develop a model educational situation suited to their local needs. The principal proposal writers were the Head Start Director, the Assistant Superintendent, and the Principal of one of the schools selected for the PDC program.

The choice of the Early Childhood Schools Model was at the suggestion of regional OCD officials. The Head Start Director felt that the ECS model would be a difficult one to implement in such a rural setting and with such small school buildings. Previous attempts had been made to implement linkages between Head Start and Follow Through programs, but the Director found those attempts to be less than successful. She would not choose to change to the PSL model, however, because she feels the ECS model is more suited to creating the ideal educational situation.

The process of selecting schools for the PDC program was based on size of schools, student populations, family income levels, Title I eligibility and the degree of interest the various principals expressed in the project. School A was the initial choice, but in the process of preparing the funding proposal the decision was made that more than the ten classrooms at School A would be needed. School B, less than a half-mile away, was therefore added. Not enough Head Start-eligible children live in the attendance areas of these two schools to fill the Head Start classes, so children from Head Start through third grade who live outside the attendance areas will be bused to the two schools. This is possible because the two schools are somewhat under-filled due to a decline in the community's school-age population. No school attendance area at this site, by itself, has enough Head Start-eligible children to meet the demands of the PDC program. The original plan described in the proposal was that all children in the two-school area would attend School A from Head Start through grade 3 and would attend School B for grades 4 through 6. (The concept of Developmental Continuity was to be applied through grade 6 in West Virginia.) The younger children would attend School A because it is larger and because it has a gymnasium. But a group of parents from School A objected to the plan of combining the two schools and the School Board decided to request approval from OCD to make each school a separate ECS school, operating from Head Start through grade 6. One man will serve as principal for both schools under the new plan. The current principal of School B is an intern principal who expected to, and will receive, a permanent assignment in another school in the city next year.

PDC staff feel that they have been largely able to adhere to their timetable for planning tasks and that things have progressed to their satisfaction. An element of community opposition, which will be discussed in more detail later in this case study, has upset them at times, but all agree that it has had beneficial effects as well--by creating more community support than they would otherwise have had by this time.

B. The Educational Setting

The Head Start Program

The Head Start program is administered by the grantee, a (regional) West Virginia Community Action Agency, Inc. The county Head Start Director's position falls within the structure of the county schools. Two Head Start centers will participate in the PDC program--one located in School A, and the other (currently located in a local high school) will be moved into School B in September 1975. Classes are in session from 8:00 a.m. until 12:00 noon. The present teachers both have M.A. degrees and have had two years of Head Start teaching experience. Thirty-five children are served by the two centers (this number will be increased to 45 by September 1975). One teacher, one aide, and one other adult are in each classroom each day, for an adult-child ratio of about 1:6. The Head Start program is served by consultants from the West Virginia State Department of Education and West Virginia University and by local professionals. Special services have been arranged with physicians, dentists, psychologists, speech therapists and special education teachers.

The educational philosophy of the Head Start program was articulated similarly by the Head Start Director, the Principal of the prospective PDC schools and the PDC Coordinator; each described the emphasis in Head Start as being on the "whole child" and on the family. Teachers spend half of their time with children in the classroom and the other half of their time visiting parents in the homes. The program deals with emotional, social, and physical development in addition to cognitive development. Activities in the classroom are based on manipulation of materials and other concrete experiences. The daily routine devotes nearly half of the class time to child-initiated activities, although the degree of child-initiation is somewhat less for handicapped children, whom the teachers feel need more supervision. Child-initiated activities take place in small groups and involve a period of table play (puzzles, games, and so forth) and more active periods in the housekeeping, art, grocery, block, science, and listening and reading areas. Group activities which are teacher-directed include language development experiences, mathematic concepts, singing and rhythm games, and meal times. Children eat breakfast and lunch in the classroom.

Teaching responsibilities are shared by the classroom teacher, aide and parent volunteers. Currently, the high school's Head Start teacher does some team teaching with the high school home economics teacher in a program for high school students in the Head Start classroom. This will be discontinued when the Head Start class is moved to School B in the fall.

Parents participate in the classroom as volunteer aides--every day there is one parent in each classroom. Some parents feel free to make suggestions regarding the program when they are in the classroom; others take their suggestions to the Head Start Policy Council and serve on Council committees. Parents are visited and informed about the Head Start program when their child is enrolled and while the child is in the program, parents are visited by the teacher every two weeks. Parents also attend group meetings at the centers and receive newsletters and memos from the Head Start program. Parents have served either as classroom aides on a regular basis or have come in for special projects (such as sewing, cooking, or field trips). The Head Start program also provides classes for parents in crafts, parenting, and career development.

The Head Start program has been very active in initiating contacts and establishing relationships with a large number of community services. These include the county health clinic, mental health clinic, dental clinic and hospital; family counseling agencies, Planned Parenthood, and child care programs; food stamps, medicaid, welfare department, legal aid, state employment office, job training programs; and the County Council of Social Agencies.

The Elementary School

As previously noted, both Schools A and B will participate in PDC as Early Childhood Schools models. Currently, there are separate principals for each school; other staff include a reading specialist and a special education teacher, both funded by Title I monies.

School A has two early childhood kindergarten classes serving 34 children, one first grade (30 children), one second grade (29 children) and one third grade (21 children). School B has two early childhood classes (44 children), one first and second grade combined class (25 children), and one third grade (21 children). In the nine classes which will thus be part of PDC, there are nine teachers, six aides, and two parent participants; the adult/child ratio for the two schools combined is about 1:11. But since School B currently has a Follow Through program (which will not be there next year), most of the aides and parent participants are in that school. Therefore, the adult-child ratio at School B is currently 1:8, while at School A it is 1:16.

The teachers presently in the two schools have from 3 to 22 years of teaching experience. Staff for next fall are currently being selected for each school.

While the Principal feels that the educational philosophy of the elementary school is essentially the same as that of Head Start, both the PDC Coordinator, and Head Start Director said that the school is much more academically oriented than Head Start and much less involved with families or social services. Grade-level expectations for children are based on standardized tests, the classrooms are self-contained and structured, and (except in early childhood classes) there are few materials for children to interact with, other than textbooks. Teachers share responsibilities by some grouping of children across grade levels by ability for reading and mathematics. At School A the only channel for parent participation is the PTA; approximately 35 parents attend these meetings. At School B, the PTA provides the main opportunity for parent participation and the principal estimates that approximately 40% of the parents attend the meetings. In addition, School B has hired two parents to serve in the classroom as parent participants under the Follow Through program.

Health services are provided to elementary school children through the county health clinic. Medical and dental screenings are provided for all children whether or not they have attended Head Start programs. Not all medical and dental needs of the children are met under this program, but many problems are referred to the family's private physician or dentist. Three school psychologists are available to the county schools and they refer children with mental health problems to the West Virginia University counseling service and University Hospital. Both schools provide a hot lunch for the children, and School B provides breakfast to children who are eligible for free lunch. The two schools are served by a special education teacher, a reading specialist, and a learning disabilities specialist. School A has a partially integrated program for mentally retarded children; children from the School B attendance area who need this service also attend School A.

The school principals supervise all teachers in their respective schools. There are periodic classroom observations and a formal evaluation twice a year for non-tenured teachers.

The Relationship Between Head Start and the Elementary Schools

A working relationship already exists between administrators of the Head Start program and the elementary schools. This relationship was already established because the Head Start Director's position falls within the county schools' administrative structure and because Head Start classes are located within elementary school buildings. The way in which teachers in the two programs view their respective administrators, however, is quite different. In the Head Start program, more supervisory support staff are available and teachers view the Head Start Director as much more closely involved with the children and the program than do elementary school teachers. More staff development opportunities are available through Head Start, and more support services are available for the teachers to utilize. In the elementary schools, supervisors are too few in number to do much staff development--the elementary teachers feel cut off from their support personnel and also from one another because they do not get together for staff development activities very often.

Communication channels do exist between Head Start teachers and elementary school teachers who are housed in the same school building. But such communication does not benefit all children, because many children in a given Head Start program do not currently go on to attend the same elementary school. Head Start records are transmitted to the school which the child attends.

As discussed earlier, the educational programs of Head Start and the elementary schools are viewed as quite similar by the Principal of School A and as quite different by the PDC Coordinator and Head Start Director. The Director feels that the elementary school provides far fewer opportunities than Head Start for the child to explore the environment. She feels that the elementary teacher tends to view the child as undisciplined and needing training to conform to the behavior standards of the school, while the Head Start teacher places heavy emphasis on self concept and individual exploration. The Head Start program employs a person whose responsibility is staff development. Thus, there seem to be frequent training opportunities for Head Start teachers. Head Start inservice training deals with curriculum, handicapped children, social services, family communication and staff communication. The county schools, on the other hand, have far fewer staff development personnel for the number of teachers involved. There are a few days of inservice training each year for elementary school teachers and these deal mostly with the teaching of cognitive skills.

The concept of parent participation is currently very different in the Head Start program and in the elementary schools. Head Start parents do volunteer work in the classrooms and make recommendations about the program. Elementary school parents who participate in school activities do so outside the classroom--in the library, on field trips, or in money-making activities. The PDC Coordinator feels that, without parent involvement in the elementary school, the school tends to be more like the middle-income home than the lower-income home. Consequently, the low-income child tends to withdraw from classroom activities and has less positive experiences in the classroom than would be the case if parents had more input into school programs.

Differences in the number of support service personnel appear to be the key factors in the discrepancy between Head Start and elementary school developmental support services. The school district has one person in charge of pupil personnel, one school social worker, one school psychologist and two learning disabilities specialists for 11,000 children. The school speech therapy services do appear to be more plentiful and of good quality. In contrast, the Head Start program has sufficient personnel to counsel parents about problems their children may be having and, when necessary, to help parents contact service agencies and work out problems in dealing with the agencies and/or in obtaining services. In line with this, teachers visit each home twice a month. The program also provides nutrition education as well as medical and dental services.

The Head Start program actively recruits handicapped children and attempts to mainstream them into the regular classroom. Training is provided for teachers in working with the children and their handicaps. Services are also provided for the severely handicapped child in the home. In contrast, the elementary school places most handicapped children in special classes. And even when learning disabled and speech handicapped children are in the regular classroom, the classroom teacher is given no special training or support in handling these children. In addition to the differences in services and training available for Head Start and elementary programs, the PDC Coordinator feels that many of the services available to both Head Start and the elementary schools are utilized more by Head Start because of that program's greater willingness to seek out such services.

C. Opinions and Attitudes of Program Personnel

Interviews were conducted with the PDC Coordinator, the PDC Council Chairperson, the Head Start Director and School A's Principal, in which each was asked to give their personal evaluation of the success of program planning this year and their anticipation of implementation success next year. Each was also asked to identify the factors or forces that had most contributed to the shape of the PDC program up to this point. Short, paraphrased summaries of the responses of three of these persons are reproduced below to provide a direct expression of their concerns and interests. The concluding section analyzes the patterns of opinion that emerged in the responses of all four persons as they discussed the Developmental Continuity Project.

PDC Coordinator (Thursday, May 29, 1975)

The PDC Coordinator feels that all of the components have been planned for successfully, but the two she feels have been most successful are handicapped and support services. She perceives them as having worked best together, as really "clicking" as a group, and as having more initiative. *They have worked independently and have done a great job; that is they have accomplished all their tasks. The reason for this success is simply the people involved. They have been very enthusiastic and dedicated, partly because they see a real chance in PDC to do things they've really wanted to do. Although they began not knowing each other and coming from many different occupations, they really clicked--parents, community people, and university people--in all component areas.*

A specific factor contributing to PDC's success has been the great cooperation of the Head Start people, who have been more than helpful from all angles. It has been a real advantage for Head Start to be included within the school system, because it has made real communication possible.

The component we have had the least success in planning for has been parent involvement, mainly in that planning has simply gone too slowly all year. It has been hard for all the parents on the task force to realize they have some power.

They have been very vocal about what they want, but have been less apt than others to attend meetings. They had to be reminded to come and forced to accept responsibility. Once they came, however, they were good. On other task forces where there was more of a mix of roles, parent input was good.

The PDC Council started in January 1975. It began by simply reviewing basic information, but now has progressed to the point where it is being fed all kinds of information. It is strong enough to question the budget; it went through the proposal component by component, making decisions. Council members were given the opportunity to decide whether the PDC central staff should be present at the Council's policy training session, and in a very open discussion, which seemed somewhat surprising but pleasing, they did indeed question our presence. They finally decided to have the PDC central staff there, but the staff development consultant from the University of Pittsburgh said Council members had 'come a long way.' Also Council members have been vocal in their unhappiness over the Parent Involvement Coordinator's low salary. A disadvantage of having a federal program within the school system is that the Board of Education determines the salaries and where the money goes. The Parent Involvement Coordinator is classified as a "social worker aide," and receives little more than our young PDC secretary.

The PDC Coordinator responded to the question about the component committees' contributions to the planning year activities by giving major credit to the committees for doing all the work.

Although the PDC Coordinator believes all of the components will be successfully implemented next year, she feels developmental support services will be most successful, followed closely by handicapped. *Developmental support services will be most successful because the precedent for it has been set by Head Start, so that it has already elicited more community acceptance. Furthermore, it has been well planned and organized for next year, and the teachers are oriented to it. The handicapped component will be successful because of the two special education teachers themselves. They are enthusiastic, know what they're doing, and are very aware of the teachers fears of mainstreaming. They are willing to go slowly and take time with the teachers, and they realistically do not expect overnight success. They have also been willing to work extra duty, and they will be willing to do the same next year. Moreover, the regular classroom teachers next year are very sensitive to the children and are willing to seek out the answer to whatever they don't know.* The Program Coordinator anticipates no problems in implementing any of the components.

The PDC Coordinator sees her role next year to be much the same as this year's--still doing the coordinating. Her role will change somewhat in that she sees herself working more with teachers in the classroom than this year and assuming more responsibility with the budget, although she has already become heavily involved in this aspect of the program.

She identified three major factors that have influenced planning year activities. *The first was local parent opposition which was very vocal and slowed PDC planning progress down considerably. The second factor was the local power structure within the educational system; they appeared to allow freedom, but when PDC staff attempted to exercise the freedom, we suddenly ran into obstacles and had to fight for what we wanted. For example, we were told we would be responsible for hiring staff, but when we did, the Director of Personnel wanted more input. Then we submitted a proposal for something, and the Director of Federal Programs wanted more information. There exists a certain amount of county jealousy against federal programs.*

The third factor the the PDC Coordinatro felt was extremely important this year was the PDC Principal's strength. *The PDC Principal is not only very respected in the community, he was willing to support the PDC program when its needs met with county opposition. Some services were maintained only because he demanded their retention. For instance, all federal programs are supposed to keep the regular local services, but unless someone like our PDC Principal is strong enough to back the program, the county will force the program to pay for them.*

The PDC Coordinator would like PDC to accomplish many things. First, she would like it to show that mainstreaming the handicapped can really work. Second, she wants to see their project become a leader in the state in new techniques in teaching and in general classroom structure. Third, she would like to prove that Head Start gains can be maintained through third grade. Fourth, she would like to be able in six years to look back and say that, locally, the controversy in the planning year made the project stronger. Finally, she hopes that PDC will have strong data to prove it's a success.

PDC Council Chairperson (May 28, 1975)

The PDC Council Chairperson felt that, in general, all of the component area planning had been successful, but that parent involvement, support services and handicapped were most successful. *Parents still come to meetings, they have developed the needs assessment survey and the parents' handbook containing all the information on PDC and the community resources available--parents did the whole thing. The support services component has covered every aspect for children, including transportation (if needed) to the physicals, and solid planning for nutrition education has taken place.* She felt that people are accepting the idea of mainstreaming the handicapped, that parents and teachers are eager for it to occur, and that the special education teachers are scheduling extra time for it.

The Chairperson thought that several factors contributed to the success of these components. *First, the PDC staff are extremely hard-working and have devoted a lot of extra time to task forces and subcommittees to bring PDC information to the parents and community and to get the involvement they needed. Second, medical services are available in the community and much work has been done to bring that knowledge to the parents. And finally, the approval of PDC by the School Board was seen as difficult to obtain at first because the Board's attitude seemed to be 'not to rock the boat', but is now seen as supportive.*

The PDC Council Chairperson felt that a specific component factor contributing to their program's success was...*the group of committed parents who were working on PDC knew there would be problems but were working together to make PDC work. Also, the existence of an extremely vocal opposition group forced the program not to assume things but to formulate answers to all of their questions. They developed more of a commitment as a result of this than they might have done under other circumstances.*

The Chairperson saw education as the least successful planning area. *The task forces developed lists of skills for each age level, but since this was a job where special expertise was needed, parents were left out, and most of the work was done by teachers. Parents will be informed of what the task forces are doing and will be invited to evaluate the lists of skills, but many areas were not yet developed and would not be seen as a whole until next year.*

According to the Chairperson, the major obstacle impeding planning this year was "lack of time." *A lot of people spent a tremendous amount of time calling parents, both to recruit them, and to cope with opposition from the group of parents against PDC. PDC staff felt they had to reach out and involve a large number of parents, and, in some cases where both parents work during the day, it has been a difficult job.*

Most of the PDC Council members were involved in writing the April 1975 proposal and were members of the various task forces and subcommittees. Council members have been extremely vocal and have taken an active role in evaluating things and making changes. They make sure they know what is going on in all areas and why it is going on. In each PDC component area members on task forces have written objectives and planned strategies to implement them.

The Chairperson thinks that the components which will be most successfully implemented next year will be support services and education. *In the support services area, we know what's available in the community and most of the concrete things which need to be done have already been planned for. Because of the commitment to the PDC program and the hard work of the PDC teachers, certain areas in education will be easy to implement next year. Workshops on how to get parents involved in the classrooms and how to set up learning stations have already taken place.* But the Chairperson anticipates problems in implementing other aspects of the education component, such as changing from a self-contained, age-graded classroom to a free flow of students between different classrooms who are grouped by ability. Plans have already been made for coping with this possible problem, however, including extra support for teachers through more teacher meetings next year and more teacher participation in the actual development of this area. In addition, general agreement on the discipline of children will have to be reached.

The interviewee plans to continue in her role as PDC Council Chairperson next year. She sees her biggest program involvement as the recruitment of parents, but she would also like to work in classrooms so she can see if the things that are supposed to happen really do.

To sum up, the PDC Council Chairperson saw the major forces influencing planning year activities as parent opposition to the program (which, ironically enough, resulted in more parent involvement), the amount of time devoted to the program by the PDC staff, and the attitude of the School Board, which changed from not being very supportive of program development to much firmer support.

Her biggest hope for PDC is that it will allow children to be treated as individuals, in such a way that their own strengths and competencies will be emphasized and that they will be able to develop competencies in areas where they lack it. She wants children to be able to work according to their ability in PDC, and she hopes PDC can reach parents to help them be more effective as parents. Finally, she hopes PDC will help teachers work with more support from the community.

Head Start Director (May 28, 1975)

The Head Start Director began her interview by discussing the ways in which various groups have influenced the PDC program:

- PDC staff. *The program is in good hands. Care was taken to employ the best available staff and the staff structure (i.e., PDC Coordinator, Developmental Support Services Coordinator and Parent Involvement Coordinator) has worked well. Staff members are energetic, committed to doing things for children and families, and knowledgeable about their jobs. We looked for and insisted on a staff capable of creativity in carrying out their jobs.*

- Schools. *The Board of Education doesn't really care about the program except that it provides jobs and money to the community. They backed the project in the showdown 5/0 because of this. On their own, they probably wouldn't put $1 into the program. But the Superintendent and Assistant Superintendent will help within their means as long as there is little conflict.*

- Grantee. *Grantee staff feel that this county gets all the resources and needs the least. As a result, Head Start and PDC must fight for what they get. The PDC Steering Committee has arranged meetings with the grantee staff to try to keep them informed but they don't always show up.*

- Community agencies. *This is a town that prides itself on cooperation among agencies.* (The Head Start Director had just been elected Chairperson of the countywide social services coordinating body.)

- Parents. *The recent controversy over the program has helped pull the community behind the program and has gotten people involved who would not normally be involved. Since the School Board meeting where the program was backed 5/0, the opposition group has begun to fall apart.*

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Turning to PDC's progress in planning year activities, the Head Start Director thinks that...*all components are moving ahead well and are on schedule. The proposal is well thought out and will allow the program to follow a step-by-step process toward full implementation. The task forces and staff worked well and hard in developing the proposal. The task forces include a good mix of people and included a lot of extra effort by all participants.*

The Head Start Director feels that the parent involvement component has the potential to show real imagination, specifically the proposed food co-op, child care center, and the clothing store. She feels a good foundation has been set and that next year will be a building year for this area.

When discussing the education component, the Head Start Director felt that everyone was being given a good chance for input in this area but did not foresee all changes in classroom routines being fully implemented until late next spring. She thinks that teachers are excited about the program and are willing to change and that allowing teachers to choose whether or not to be involved in the PDC program, has now produced a commitment on their part to see PDC through.

The Head Start Director said that support services will be the easiest component to implement because of...*the qualifications of the Developmental Support Services Coordinator, the cooperative spirit of agencies, well thought out plans, and the Head Start/elementary school staff. Nutrition and health education will be strong points because of good use of local resources and the interest of the coordinator. And breakfast will be available next year--free to those who can't afford it and at cost for others, on the same basis as the lunch program.*

The multicultural area will receive important emphasis next year and the Head Start Director is taking personal responsibility for this component. She is already working with next year's Fine Arts Coordinator and is trying to obtain bicentennial funds for the establishment of an Appalachian Center. She felt that this area has been put off until last because it will be relatively easy to implement and plan for.

Finally, the Head Start Director sees PDC as...*an experiment in having a staff and school that are sensitive to the needs of the children as well as to the parents and community.*

Elementary School Principal (May 28, 1975)

The School A Principal felt that the Eudcation Task Force was the component that had been most successful in planning and that there was good participation by all task force members at their weekly meetings. He good-humoredly remarked that they had been "meeting to death."

The main factor that contributed to these successes was money. While the $100,000 was not that tremendous an amount, it attracted recognition within the educational community, allowed them to hire additional people, and made the program seem more solid than if it had been an individual's idea. The Board of Education and others were willing to support it because of the money involved, and the Board's support gave PDC recognition in the community.

Furthermore, the support of the Board of Education allowed PDC to obtain a staff completely willing to support the program. Teachers who did not want to work the longer hours and the longer school year were allowed to leave their respective elementary schools and got priority in reassignments, while only those who really wanted to be involved remained in the program. The Board of Education also has obtained resource people to help in the planning.

The Principal felt that the component which has met with the least success so far has been parent involvement, and that this has been primarily due to the organized opposition to the program within the community. *It's difficult to see people who have been friends for years now angry at each other. Communication with the opposition group was very difficult due to PDC people not really knowing enough specifics to explain the program. The vagueness of the OCD program guidelines was also a problem because people who wanted to interpret the program in a negative manner could do so and it was hard to combat this because of our own lack of information. The level of parent involvement throughout the community is somewhat lacking--below what I would like. Some parents have participated a lot, but I would have liked to see broader participation.*

The Principal explained that the greatest overall program obstacle to successful planning was the vagueness of the guidelines and their own interpretation of them. *The guidelines that caused the most trouble involved the role of the PDC Council vis-a-vis the PTA. The guidelines were interpreted to mean the PTA would be replaced by the PDC Council. Those on PTA who were told that their group was being dissolved were not happy and participation at PTA meetings grew from 20 parents to 300.*

Another problem that arose due to the vagueness of the guidelines concerned the interpretation of curriculum development. This was not clarified until the Savannah conference in mid-May, when we discovered that we were not expected to build a whole new curriculum from scratch, which is pretty much what we had done.

As seen by the Principal, specific component obstacles have included problems with teachers who are leaving next year; finishing out this year with the two distinct groups of teachers, those leaving and those staying, has been very difficult for the Principal. *It is a touchy situation to handle, even though there is as yet no teacher's union.*

Job security, or insecurity, has been a real factor complicating things. So many people are just looking for a job, answering any ad, that it has made it very difficult to ascertain whether people are really interested in the job itself or just having the money. For example, the university produces so many teachers that the Board of Education has 1500 more applications than it has jobs.

The main function of the PDC Council has been to examine everything that is proposed and then to approve it or not. The Principal hopes Council members will become more active in curriculum development activities within the school and actual program implementation. *The Council serves to enhance communication because it includes a variety of people, and more groups are represented in this body than in any other community group. Council members feel they have a strong voice in making decisions. They will take over some of my autonomy in decision-making, which I welcome, because communication with the whole community will be improved. I will feel better about decisions because I will know from the outset how the community feels about them. Usually I don't find out how the community feels unless the decisions were really bad.*

The PDC component committees have contributed to program planning by doing all of it! Especially they've done the planning as far as the PDC program itself. The Principal, himself, has been involved in such things as building renovations and setting up lines of communication with Board of Education members.

The Principal believes that the education component will be implemented most successfully next year, because... *they have stuck to the basics in deciding upon educational* *goals for children. Emphasis will be on reading, writing, and math, so that the changes will be less drastic, making things go more smoothly. Also they have decided to use county-adopted books, although the techniques of using them will be different.*

He anticipates problems in implementing the handicapped component because he is aware that his teachers fear mainstreaming and feel very insecure about it. However, since training sessions for mainstreaming are planned for this summer, utilizing a nearby university's Learning Disability Center, the Principal expects teachers to develop more confidence in their abilities in this area.

The Principal sees his PDC role as very much the same as any other principal in the system, except that he sees himself as cooperating with the PDC Council more and sharing his authority with them. Because of this, he anticipates some difficulty in decision-making in that the process will be slower and more tedious, but perhaps more deliberate. The Principal feels communications are of major importance and that slower decisions may be a good thing. He also noted that his role as supervising two schools is no different from that of many county principals, one of whom is responsible for three schools.

He believes that...*the major force in influencing the activities of the PDC planning year was the "textbook issue," mainly because it spurred the parent opposition group to carry on its own crusade. The fact that the leader of the group had a doctorate influenced the group to put more confidence in him.*

Ideally, the Principal would like PDC to accomplish a more personal education for each child, so that each is allowed to progress in a manner in which he/she can be successful and feel most comfortable. He would also like PDC to do away with the "grade instructor" notion, that is, with sticking to specific rooms and specific teachers according to grade. Further he would like to abolish the letter grading system and develop a new system for evaluating children's progress.

The Principal would like to develop a more open system of communicating with the community, so that parents will be more informed about what's going on in the school and what's happening with their child. PDC has already involved parents a lot, but he would like teachers to become less insecure when parents are in the classroom and hopes this will happen as they become accustomed to having them there.

Summary

Each of the four people interviewed was asked to name the components that he/she thought were successfully planned during the year. Three of the four named support services, citing the comprehensiveness of the planning, the cooperation between Head Start and PDC staff, the way the PDC group worked together, and the independence and initiative that they demonstrated in accomplishing their tasks. No one felt the support services component had been unsuccessfully planned for. In addition to support services, two of the four respondents named handicapped, two named parent involvement and two named the education component as being successfully planned.

The reasons cited for successful planning in the handicapped area were that parents and teachers were eager to mainstream the handicapped, that people accepted the idea and that task force members worked well together. The PDC Coordinator also mentioned the great cooperation on the part of Head Start people. Parent involvement was seen as being successful by the Head Start Director and PDC Council Chairperson because of the development of a parent handbook, the development of the child care center and the food co-op the parents' needs assessment survey, all of which were done by parents.

It is interesting to note that the PDC Council Chairperson and the Principal perceived both education and parent involvement from opposite perspectives. The education component was evaluated by the Principal as most successful but by the Chairperson as least successful of all the components. The Principal was a member of the Education Task Force and, therefore, was most personally knowledgeable about the work this group had done (which he felt was considerable) and the progress that had been made. The PDC Council Chairperson, on the other hand, was critical of the education component because parents had been left out of the planning (she is a parent) and because she felt many skills were still not planned for. The two also differed in their perceptions of planning for parent involvement, which the Principal felt was least successful and the Chairperson felt was most successful in planning. The Chairperson cited the hard work of parents in developing the needs assessment survey and the parent handbook. The Principal was aware of these accomplishments but he felt they had been done by a few dedicated parents, and would have preferred broader parent participation.

The Head Start Director agreed with the PDC Council Chairperson about the success of parent involvement and also agreed with the Principal about the success of planning for the education component. The PDC Coordinator agreed with the Principal on the lack of successful planning for parent involvement, but singled out the slowness with which task force members moved as the main cause. She attributed this slowness to the difficulty the parents had in realizing they had some power and to the homogeneity of the group. In other task forces where there was more of a mix, parent participation and attendance at meetings were better, according to the PDC Coordinator.

The Principal attributed the lack of broad parent participation to the existence of an organized parent opposition group. He felt that they had been a very negative force, and he was disturbed at the schism which apparently occurred among people who had been friends for years. Both the PDC Council Chairperson and the PDC Coordinator felt that coping with the opposition group had been a major planning obstacle because of the time consumed. On the other hand, the Head Start Director saw the controversy as generating community support for PDC and getting people involved who would not normally have been involved.

The only other component mentioned as not being successfully planned for was multicultural, this site's term for bilingual/bicultural, due to the inappropriateness of the latter designation for this area. The Head Start Director thought this component was a low priority category because there are very few bilingual families in the area. She is now working with the recently hired Fine Arts Coordinator to gather material and to apply for a grant for bicentennial funds to set up an Appalachian Center.

One factor mentioned as contributing to planning success was "money." The Principal felt that the $100,000 had a strong, positive influence on the Board of Education and gave the program validity in the eyes of the community. The School Board's support, or lack of it, was also seen as a critical success factor. The Principal credited the School Board with obtaining and retaining teachers committed to the program, and with not removing existing services even though PDC's funding was federal. (The PDC Coordinator gave major credit to the Principal for preventing the School Board from doing exactly that.)

Another factor contributing to successful planning mentioned by most of the respondents was the dedicated and enthusiastic PDC staff. The Head Start Director, who was directly involved in hiring them, characterized PDC staff as "the best available...creative and energetic," and her sentiments were emphatically echoed by the Assistant Superintendent which seems to attest to the Board's now-positive attitude. The PDC staff seemed to work well together and saw themselves as working harmoniously with the community representatives on the task forces. The last factor mentioned as contributing to overall program planning success was the availability of local resources, such as the nearby university and the many community agencies.

Two "non-success" factors mentioned were the lack of support from the grantee and the vagueness of the OCD program guidelines, which the Principal saw as contributing substantially to the communication problem with the parents. He had unique problems also--a divided school, with some teachers staying and some leaving, and too many applicants for too few jobs.

Each of the four respondents perceived the role of the PDC Council in a similar fashion. They saw it as developing from an information clearinghouse group that merely received information into an active, vocal, policy-making organization that critically examined every proposal, made recommendations of its own, and began exercising real power in a decision-making capacity. The PDC committees, however, were unanimously given major credit for doing all of the actual work. The committees started with broad objectives and culminated a lot of hard work with specific, concrete goals, skills and plans which were embodied in their refunding proposal.

There was not as much unanimity about PDC's potential for successful implementation; about one component, however, there was complete agreement, and again that was support services. There were several reasons given for the expected success of support services, including the component coordinator's qualifications, the cooperation and good use of local agencies and administrators, good planning by the task forces, and a competent Head Start and elementary school staff.

But here consensus evaporated. The Principal believed the education component would be most successfully implemented, but both the Head Start Director and PDC Council

Chairperson disagreed with him to some extent. The Principal felt education would be most successfully implemented because there would be no drastic changes in educational goals, i.e., the "basics," the three "Rs," would still be emphasized and the county-wide books would be retained. While agreeing that various aspects of this area could be successfully implemented next year, the Head Start Director and PDC Council Chairperson cited the great obstacles to be overcome in changing traditional classroom practices. In fact, the Head Start Director felt it would likely take two years to bring about change in the classroom.

The PDC Coordinator felt the handicapped component area would be most successfully implemented, but the Principal thought this would be the least successful implementation area. The PDC Coordinator felt that the handicapped component would be successfully implemented because of the hiring of two qualified special education teachers who, although aware of the teachers' fears of mainstreaming, remained enthusiastic about successful implementation. Also the PDC Coordinator credited the classroom teachers with being sensitive to the needs of children and willing to search out answers. The Principal, on the other hand, felt that the teachers' fears of mainstreaming would make it difficult to implement the handicapped component next year.

Each of the four respondents saw their roles next year as similar to this year's in many respects, but changed somewhat, with the Head Start Director's role changing the most. She had been very active in the planning year, assuming a major part of the administrative responsibilities by handling the budget. Her title, Administrator-Coordinator, reflected this almost co-equal role with the PDC Coordinator. By the time the proposal was written in April, however, the Head Start Director's participation had diminished. A formal meeting took place and the Head Start Director's change in role to "PDC consultant" acting mostly in an advisory capacity was ratified. (She explained this switch as being because her salary comes out of Head Start funds, which does not justify her devoting so much time to PDC.)

The Principal saw his role as the same as other principals in the county, except that he was looking forward to sharing much more of the decision-making and authority with PDC Council members. Both the PDC Coordinator and PDC Council Chairperson saw their roles next year as pretty much the same as this year, although both foresaw more participation in classroom activities, especially working with the teachers. The PDC Council Chairperson also expected to do much more parent recruiting and parent training for work in the classrooms.

One major factor influencing the planning year that was mentioned by all four interviewees was the local parent group's opposition to the PDC program. Another factor mentioned by two of the four was the local educational power structure, that is, the Board of Education. The Board's early lack of support for PDC and it's eventual shift to a more positive stance on the program was a critical factor in program success. The PDC Coordinator gave major credit to "the strength and support of the School A Principal, who was willing to utilize his position to demand the retention of county services that traditionally were withdrawn when federal money was seen as available to pay for them." Other factors mentioned by more than one respondent were the excellence of the PDC staff and the cooperation of the community.

When asked to identify what each would like PDC to accomplish, three out of the four respondents cited, first, a more personalized, individualized education for each child. The PDC Coordinator, reflecting her own deep concern, expressed, first, a desire to "show that mainstreaming the handicapped can really work." In addition, several other goals were cited by the respondents, including:

- eliminate grouping-by-age grades
- eliminate traditional letter grading system
- develop a more open communication system with the community
- help teachers be more comfortable with parents in the classroom
- make PDC a leader in the state for educational change
- prove that Head Start gains can be maintained through third grade

In sum, there was substantial agreement among respondents as to the succcessful planning and probability of effective implementation of the support services component. There also appeared to be some agreement as to the difficulty of implementing the parent involvement component successfully; at least, there was no mention of it as being most successfully implemented, and there was one perception of it as taking at least two years to really get going. The education component was forecast by some to have problems during the implementation year because of the anticipated difficulty of changing traditional classroom practices, but the Principal did not perceive the proposed changes as that drastic or troublesome. The PDC Coordinator expected the handicapped component's implementation to be successful because of her own deep interest in this area and because she has confidence in program personnel. The Principal, however, expected this area's implementation to be difficult because of teachers' fears.

All respondents saw the PDC Council as operating effectively, perceived only slightly different roles for themselves next year (except for the Head Start Director, whose role was going to be much less active), and each held common goals for PDC as well as highly individualized goals. The fact that PDC personnel perceive each other as dedicated, hard-working and competent indicates a high level of morale and augurs well for the outcome of PDC in West Virginia.

D. The Planning Process

Arrangements for Planning

The Head Start Director, the Assistant Superintendent of Instructional Services and several of his staff, and the Principal of School A who, as a group planned and wrote the original funding proposal for the PDC program, have remained actively involved in program activities throughout the planning year as members of the PDC Council.

In July 1974, after learning that they had been funded for the planning year, the Head Start Director, Assistant Superintendent, and the School A Principal acting as a Recruiting Committee, prepared and advertised job descriptions and held interviews for the positions of PDC Coordinator, Parent Involvement Coordinator, and Support Services Coordinator. The group had decided that the Principal would assume overall responsibility for the PDC project since he would be in charge of both prospective PDC schools during the implementation year. In addition, the Head Start Director had agreed to serve as the programs Administrator/Coordinator as of July 1, 1974. She was primarily responsible for budget matters, but she has relinquished that responsibility and will serve as a consultant to the PDC program during the implementation year. The Head Start Director felt that since her salary was coming from Head Start funds, she could not justify devoting so much time to PDC. Therefore, the PDC Coordinator has taken over the program's budgetary responsibilities.

The Recruiting Committee hired the PDC Coordinator on August 1, 1974. She has an M.A. in Learning Disabilities, is a certified teacher in elementary education, and has 70 credit hours in political science. She works full-time as PDC Coordinator and Assistant Principal in the two prospective PDC schools, has overall responsibility for all program components, and is directly responsible to the Principal. The positions of Parent Involvement Coordinator and Support Services Coordinator were filled on August 15, 1974. The Parent Involvement Coordinator has children who attended School A and she has been active as a 4-H leader in the School A neighborhood. The Support Services Coordinator is a registered nurse with hospital nursing experience. The PDC Secretary was hired on September 20, 1974. The Parent Involvement Coordinator, Support Services

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Coordinator and PDC Secretary are directly responsible to the PDC Coordinator. The two component coordinators are each responsible for the activities of their respective volunteer task forces.

Representatives to the PDC Council were contacted in December 1974, and the Council was established and met for the first time on January 15, 1975. Representatives were drawn from five sectors: parents, Head Start and elementary school administrators, Head Start and elementary school teachers, Head Start Policy Council members, and community representatives.

A representative of the regional OCD office (who is based in the city) has been in contact with staff of the PDC program since prior to their submission of a planning year proposal. He has been helpful in locating and arranging for program resources, and has been supportive of project staff. The local PDC staff view both regional and national OCD officials as being supportive--the PDC Coordinator, particularly, appreciates the willingness of OCD officials to let the local program work out the difficulties they have had with a group of parents who have been opposed to the program (see final section of this report).

The technical assistance contractor has apparently been more closely associated with the PDC Coordinator than with other project staff members. The PDC Coordinator feels that the input of the technical assistance representatives to the West Virginia site has been very useful. The TA consultants facilitated the formulation of plans and ideas, helped to plan the agenda for the initial PDC Council meeting, and provided assistance in proposal writing and staff training.

Planning Year Activities

This section of the case study summarizes the accomplishments of the project on planning activities during the planning year. For convenience, this description is organized into two parts by program component. Part 1 covers activities from the beginning of the project through the first site visit by the evaluation team, and part 2 covers activities from that date through the end of the school year. Where there is overlap in the planning tasks set forth in the program guidelines, a discussion of a particular activity will be under the component with which it seems to fit best. Additional information on these planning activities, with special reference to compliance with guidelines, can be found in the Monitoring Report.

Administration, through January 1975. The composition of the PDC Council was determined by members of the original planning group and the PDC, support services, and parent involvement coordinators. A detailed breakdown of the representatives to the PDC Council follows:

- The Head Start Policy Council and Head Start Director
- Head Start Social Services and Parent Coordinator
- School A PTA and School B PTA representatives
- Board of Education representative
- School A and School B Head Start program parents (three representatives)
- Teachers in Schools A and B (two representatives)
- Teachers from School A and School B Head Start programs (two representatives)
- Assistant Superintendent for Instructional Services
- Director of Pupil Personnel Services, County School District
- Principal of School A (who will also be Principal of School B next year)
- Four residents of the community

An additional School A parent was asked to serve on the Council because he was a spokesman for a group of parents who had been expressing opposition to the PDC program. He did not agree to participate on the Council or on any task force.

Once the PDC Council was established, the Council as a whole created a Steering Committee that was to meet weekly. The committee first consisted of the original planning group--the Principal, Head Start Director and Assistant Superintendent--but the PDC Council Chairperson, a representative from the Board of Education, and five other Council members were added later.

Twelve of the 20 members of the PDC Council also serve on the five task forces that have been set up to develop and define the program. The task forces are focused in the areas of parent involvement, education, handicapped services, nutrition and health/social services. There are 49 individuals serving on these task forces, and they represent the same segments of the community as are represented on the PDC Council.

As noted, the local administrative structures to which the PDC Council must relate (Head Start, elementary school and school district) are represented on the PDC Council. The Council is recognized by those structures as being a policy-making body for PDC, with input from Head Start, elementary school and school district officials. The relationship between the PDC Council and the Head Start and elementary school staff has evolved in line with the traditional county roles of administrators of these programs: the Council makes policy but recognizes the Principal and Head Start Director as having major input into these decisions.

Prior to the establishment of the PDC Council, in November 1974, PDC staff and the liaison group had established a set of overall goals for the planning year. These included:

- assessment of existing resources and models
- development of a curriculum for "the whole child"
- establishment of criteria for staff selection
- planning of ongoing staff development
- devising a method for staff evaluation
- organizing and implementing a "task force"
- continuous dissemination of information materials to the public
- preservation and restoration of Appalachian culture and heritage
- total involvement of parents in PDC

These goals were translated into tasks for the individual staff members and for the established task forces. By January, a detailed timetable for progress and completion of the tasks was developed and had been kept up-to-date. It appeared that the majority of these tasks had been completed or were progressing on schedule. Initial plans were to have the PDC curriculum more defined by the time of the site visit but reasonable progress had been made in this area, especially since the task forces did not begin operating until December. (The proposed curriculum will be discussed in the education section below.)

At the time of the first site visit, coordination was being worked out with other state and federal programs so that resources from these programs could also be utilized by the PDC program. For instance, Title III special education teachers and parents are involved on the task forces and Title I and Title III monies will be utilized for certain resource personnel during the operational years. The project was trying to work out a way to tap into Manpower funds to help set up a day care center for young children of parents who will be spending time in the classrooms as part of PDC. Application was also being made for state monies to support their Appalachian Culture program.

Administration, February to June 1975. Although it started later than it should have, PDC Council planning does not appear to have suffered. The Council has recently been expanded from 20 to 25 members; two additional parents will come from the School B PTA and two are being sought from the School A PTA. In addition, a liaison person from the grantee board has been invited to participate on the Council, but does not attend meetings. By-laws have been established for the Council which add to the specification of roles of the various planning groups and individuals as defined earlier in this section.

The program goals that were developed by project staff and members of the Steering Committee in the fall of 1974 have been incorporated in a brochure. And the timetable that was established earlier in the year has been fairly well followed throughout, although it has been updated. It is included in the 1975-76 proposal. The timetable is set up by component and within each component by objective, strategy, sequence of activities, resources required, and budgetary requirements. In addition, a person-loading chart has been developed for the operational year.

The 1975-76 proposal was submitted to OCD on April 1, 1975 along with the operational year budget proposal that was approved by the PDC Council and (unanimously) by the School Board (with vocal community opposition from one group at the meeting). The plan for the implementation of West Virginia's early childhood schools' program was developed by the task forces with PDC staff having the major responsibility of coordinating their work to avoid duplication and conflict. The budget for the 1975-76 year maintains the present staff and adds positions for a fine arts coordinator, two special education resource teachers and a media specialist (half-time). In addition, funds are allocated for some medical needs, renovation of facilities to meet the needs of handicapped children, and the establishment of a child care service.

Representatives of county and state programs who sit on the PDC Council have been very active and have made contributions to the content of the program through task force participation. In addition, the individual at the state level who is responsible for elementary education makes frequent visits to the project. No specific changes were required in Title I or Title III funding.

At the time of the second site visit, plans for training administrators, teachers, aides, and support staff in working with parents were nearly complete; that is, plans for workshops and mini-courses had been made, but the specific content areas of the workshops were to be identified as staff and parent needs became more apparent. One session had already been held for classroom staff regarding their feelings about involving parents in the classroom. The articulation of these feelings, many of which were quite negative, was seen as a very healthy and worthwhile experience (at least by the Head Start teacher who was involved in planning this training session). A week of training in June was to include the topic of staff working with parents in the classroom, and additional training is planned for next year.

Plans have been made for training sessions to be held for parents in September and October 1975, including subjects such as working with teachers, working in specific classroom areas and working with children on different levels. Parents will serve as leaders in these workshops whenever appropriate. In May 1975, a training session for the PDC Council on decision-making was led by a consultant from the University of Pittsburgh. It focused on the role of the PDC Council and its various segments in decision-making, including how parents felt about their roles.

> In sum, all of the administrative planning tasks have been addressed by West Virginia's PDC program. The PDC Council, composed of the various representatives, makes policy for the PDC program and has been expanded. Program goals for the planning year and implementation year have been developed and the 1974-75 PDC timetable has been adhered to and has been updated to include implementation year activities. PDC program staff, with input from component task forces, wrote the 1975-76 PDC proposal which was submitted on time to OCD with PDC Council and School Board (unanimous) approval. And plans have been made for training administrators and school personnel to work with parents and for parent training in school-related areas.

Education, through January 1975. The selection of teachers for the PDC program is an aspect of the planning year activities that has probably slowed down the process of curriculum development and training. But at the same time it should contribute to the success of the program in the long run. PDC staff received approval from the school district to select and hire the teachers and aides who will participate in PDC. Thus, when the program is implemented, it will be with personnel who are more interested in and committed to the program than is likely to be the case in sites where neither the project staff nor teachers made an overt decision regarding who the teaching personnel would be.

All current teachers and new applicants for teaching jobs in the district were eligible to apply for the project, with the School A and School B elementary and Head Start teachers being able to apply first. The Program Coordinator, Principal, and two parents formed a Screening Committee to interview all applicants. The selection of teachers will not be completed until mid-February 1975, and contracts cannot be officially signed until April 1. This means that by January, teacher involvement in the task forces had been minimal, although some teachers from both School A and School B had been participating even though they were not certain that they would remain with the program.

No final decisions had been made at the time of the first site visit regarding the curriculum or individualization of instruction. The consensus of the Education Task Force and the PDC Council was that it would be non-graded, with movement of children horizontally and vertically. The Education Task Force members spoke of "personalized instruction" rather than "individualized instruction" because they have experienced negative parent reaction to the term "individualized." Individualization seems to imply to some parents that children will be working alone with little or no interaction with teachers and peers. The PDC program prefers to communicate the idea that children's personal needs will be met, but probably in groups rather than as isolated individuals.

Children will be grouped according to their "needs" rather than by ages. These "needs" will be determined by diagnostic procedures that will involve daily observational checklists, formal testing, monthly profiles and frequent staff discussions about individual children. The parents on the Education Task Force have been the ones who have most strongly insisted on daily checklists for evaluating children's progress. The development of such checklists that will be helpful and usable enough to be filled out every day is an extremely difficult task and technical assistance will be sought for developing these forms.

Education, February to June 1975. Both teachers and aides have been involved in discussing and developing an educational approach as members of the Education Task Force, which began meeting weekly on December 16, 1974. Parents, teachers and administrators were originally involved in planning educational goals, but as the work became somewhat technical, all but one parent dropped out because it appeared that the process of securing consensus was well underway and it seemed to parents that determining specific skills lay more in the province of teachers. The Education Task Force developed a Basic Skills Reference Scale consisting of age-appropriate developmental skills for Head Start children through sixth grade. At the time of the second site visit, teachers and aides were developing learning packets based on this Scale, 20 of which are expected to be ready for fall. An open meeting was planned for the first week in June to obtain input from parents, and much more parent involvement is planned for next year.

The math curriculum is complete through sixth grade, but reading is complete only through third grade, because no upper level teachers have been hired yet. (Hiring was to be completed in the near future.)

The Education Task Force was divided into reading and math subcommittees and arrangements for regular communication were made through sharing minutes of the meetings and through the production of a PDC newsletter in May that went to all parents and teachers and included Education Task Force information.

A diagnostic and evaluative system for individual children was developed and resulted in the Basic Skills Reference Scale for children aged 4 through 8. A one-page checklist was developed from this scale for teachers to record a child's weekly progress. It is not sent home, but is available to parents upon request. A similar scale was developed for the handicapped and the task force developed another one-page checklist to give to special education teachers if the regular teacher feels a particular child is in need of help.

Plans for increased individualization of instruction include a weekly staffing for children, one child per session, during the 2:30 to 4:00 period after children have gone home. (The PDC teacher's day has been extended until 4--there is no union in West Virginia, and teachers' salaries are ranked 48th in the country.) All teachers involved with a child can monitor his progress from the checklists and can offer suggestions for the particular child. Classroom aides and more parent involvement in the classroom also will foster greater individualization.

Plans for changes in staffing patterns were completed earlier in the year, and now room arrangements are completed. At School A, two rooms will be used as resource areas, one for a math and reading lab, and one for speech therapy.

Two trailers have been purchased and will be placed approximately half-way between School A and School B. One will house the PDC staff, including the Principal and PDC Coordinator/Assistant Principal; the other will house a multimedia center. The present PDC office at School A will also become a media center.

The Screening Committee had completed all teacher hiring and was awaiting the approval by the Head Start Parent Committee of a final Head Start aide. The Screening Committee processed 60 to 70 applications from which they chose 14 or 15 staff.

Arrangements were made by the PDC Coordinator for teachers to visit six Follow Through schools during the week of the PDC Savannah conference (May 19-23, 1975). Teachers were to set their own schedules, and the Coordinator estimated that about half were able to make the visits. The PDC Coordinator purposely chose Follow Through classrooms because they were closer to what she wants PDC classrooms to be, but still are more structured than she would like. The classrooms included one with team teaching, two or three self-contained classrooms with learning stations, and a couple of self-contained traditional classrooms.

A crucial factor which facilitated the process of obtaining educational consensus was the fact that the PDC program retained only those teachers who were committed to educational change and who were willing to put in the longer hours. New teachers were hired on a similar basis. The Board of Education arranged for the transfer of teachers who did not want to participate in the program, which has smoothed the way considerably for PDC, although it made it somewhat difficult for the Principal to cope with a divided staff during the remainder of the planning year.

In sum, the Education Task Force had addressed the issues of educational approach, curriculum (the task force was divided into two groups--one worked on the development of the math curriculum and the other worked on the development of the reading curriculum), and diagnostic and evaluative systems. The task force developed a Basic Skill Reference Scale which consists of age-appropriate developmental skills for children aged 4 through 11. Personalized instruction will be increased through a daily evaluation period during which teachers will discuss a particular child, record his progress and plan further activities that are appropriate for him. Also, additional aides and parents in the classroom will contribute to increased personalized attention for children. PDC school staffing decisions have also been finalized and only those teachers wishing to be involved in PDC will take part in the program.

Preservice and inservice training, through January 1975. Since teacher selection could not be completed until mid-February, planning for this component has been somewhat delayed--as was discussed in part 1 of the education component. By January, plans were that frequent staff development meetings would occur during the months of March, April and May that would be consistent with the educational approach and a curriculum was also to be developed during that period of time. More intensive training was to take place during a one-week workshop in June and a two-week workshop in August and training will continue during the operational year in the form of evening mini-courses. By January, certain training needs had already been identified, and potential consultants for these areas had been contacted, many from within the community.

Preservice and inservice training, February to June 1975. Developing a training schedule was dependent on the formulation of the educational approach, which was decided upon during March and embodied in the Basic Skills Reference Scale. A training schedule was then drawn up for each component area and was included in the 1975-76 proposal. Training for teaching staff had already taken place on mainstreaming the handicapped, parent involvement in the classroom, learning disabilities and learning stations, and an informational session had been held just on the Head Start program for all teachers. The technical assistance contractor sponsored a training session for the PDC Council on policy-making which was led by a consultant from the University of Pittsburgh, and was to sponsor the first day's sessions of the week-long workshop planned for June. As noted, more in-depth workshops are planned for August and mini-workshops are planned during the school year for each of the component areas.

A small task force of two teachers and two aides (all Head Start) met to review workshop plans and to make recommendations. (Since Head Start was the only group that had conducted workshops, members of the task force were aware of existing training procedures, and were able to determine if the plans were applicable.)

Two consultants have been involved all along on the Education Task Force: a psychologist from West Virginia University, and a representative from the West Virginia State

Department of Education. In addition, two nutrition education and health professors from West Virginia University have been helping with the development of a health and nutrition curriculum. Another consultant had been hired for the June workshop to discuss staff communication; additional consultants from the June workshop include a psychologist from a local mental health agency, and a curriculum specialist from the State Department of Education.

Preservice staff training in personalizing instruction has already begun through the PDC teachers' work on developing learning packets that are based on the Basic Skills Reference Scale.

By the second site visit, a Needs Assessment Survey had been sent to parents, and special training workshops were planned, based on the interests and needs of the parents.

> In sum, the training schedule for the planning year was developed and implemented in March 1975. Some training for teachers in the areas of services to handicapped children, parent involvement in the classroom, and personalized instruction has already occurred as has training for PDC Council members in policymaking. Additional training in all component areas is planned for August and will continue throughout the 1975-76 school year.

Developmental support services, through January 1975. As noted previously, the project hired a Support Services Coordinator with a nursing background in August 1974 to take charge of this component's planning activities. By January, she had made an initial assessment of the probable needs of children who will be in the program next fall and will do a more thorough needs assessment at the start of the operational year. She had also assessed the community resources available and had scheduled regular meetings with the heads of other service agencies and organizations. Some level of support will be available to the program from the following sources in Monongalia County: the Welfare Department, Salvation Army, Family Service Agency, Homemaker Service, American Dairy Council, West Virginia University Medical Center and Dental School, County Health Department, PACE, Legal Aid, Crippled Children's Agency and the Rehabilitation Council. At the time of the first site visit, project staff felt they might not have located sufficient support for the dental needs of the PDC children. Discussions in this area were to continue with University Dental School officials.

Developmental support services, February to June 1975. By the second site visit, the Support Services Coordinator had reviewed existing Head Start records and had made a list of each child's health status and current needs. While Head Start records are very complete, elementary school record-keeping is very poor; elementary school children receive dental and speech attention only through teacher referral. The Support Services Coordinator has done as much assessment as possible through personal contacts with parents, teaching staff and administrators, and in May all first and second graders and additional referrals were screened by the County Health Department for vision, speech, hearing and dental problems. A summer screening for speech, hearing, vision and dental needs is planned by the county for all incoming Head Start, kindergarten and first grade children. In the past, turnout has been poor, so the Support Services Coordinator has sent a letter to parents and is making a special effort to foster more participation in this aspect of the program. A preliminary screening by the Coordinator and two other registered nurses is being planned for early October to check height, weight, urinalysis and general appearance of all PDC children. Funds have been allocated for 20 follow-up medical exams, if needed. Head Start has a separate contract for doctor's exams and their physician has agreed to act as a consultant for the Support Services Coordinator.

An assessment of social service needs has not been very successful because the elementary school does not keep social service types of information. Although the Head Start program keeps social service records, they are separate from the health records and the Support Services Coordinator has not been permitted to review them.

The assessment of community resources was completed last November, but the Coordinator has made follow-up visits to community agencies and attends a monthly meeting of county social service agencies (she has just been elected chairperson of this group). As a result of these activities, a parent handbook has been produced which lists all available agencies.

The system to coordinate direct services and referrals that has been developed by the Support Services Coordinator includes children from Head Start through sixth grade. Next year, teachers and parents will be trained in observational techniques and subsequent referrals will be directed to the Coordinator. She will then contact parents to see if they can take care of the problem themselves. Her experience so far is that about 50% of the parents contacted have been able to do so; those on welfare will be referred to the County Health Department. (There is $1600 in the PDC budget that has been set aside for medical and dental care for children whose families cannot afford their own doctor, or for services not available in the community.) The Support Services Coordinator has been working with the Head Start nurse to develop this system which includes their own form for record-keeping. (They were told an OCD form would be forthcoming, but it was never received.) The record-keeping will include all of the Head Start information plus adaptations required by the elementary school.

A unique aspect of this site's interpretation of support services is their strong emphasis on primary prevention through education. They have worked hard on developing curriculum units in health and nutrition. They enlisted the aid of specialists in health and nutrition education from West Virginia University, who helped them evaluate seven different curriculum models. They chose a model, adapted parts of other models and came up with lists of concepts and specific activities for groupings of Head Start-kindergarten, grades 1-2 and grades 3-6. Training in nutrition and health education was to occur on June 13, 1975 and parents on the committee seemed to be very excited about it.

Funds for any gaps in services have been both located and allocated. All children in the county are eligible for dental care through the county health department (Head Start already has a contract with this department for dental care). The Head Start nurse and Support Services Coordinator were to meet with West Virginia University Dental Clinic representatives for additional help. Other aspects of health care have been covered above.

> In sum, all planning tasks for this component have been addressed. The Support Services Coordinator has started to assess the needs of PDC Head Start and elementary school children by reviewing their records (those that are available) and by talking with parents, teachers and administrators about individual children. Further assessments will be carried out this summer by the County Health Department. Community resources have been identified and contacted and a parent handbook which lists all the agencies in the county has been produced. A system to coordinate services and referrals has been developed and the PDC program has allocated funds to fill any gaps in services. In addition, the program has developed and planned a health education component for their curriculum for children aged 4 through 11.

Parent involvement, through January 1975. The Parent Involvement Coordinator was hired in August, 1974 and since that time numerous parent meetings have been held. By January, the Coordinator or other project staff members had visited the home of every parent who has a child in either School A or School B. Beginning early in the fall of 1974 and continuing to the present, there has been a group of School A parents who have been vocally opposed to the selection of their school for participation in the PDC project. The evaluation site visit team's assessment of this opposition has been detailed in a memo to OCD and is included in this case study as an appendix. Although it has taken a great deal of the project staff's time to deal with these parents' objections, a high level of positive community interest in the project seems to have been generated by the controversy. Parents are involved in every task force for the program and are on the PDC staff. They pointed out that their involvement in the selection of teachers and aides for the program had been a positive experience for them. PDC staff feel that many parents who otherwise would have remained inactive have become actively involved in supporting the project because they feared the opposing group of parents might endanger the project.

By January, all parents of children in the two project schools had been contacted through visits and/or a needs assessment questionnaire. In addition, all parents had received an invitation to join the task forces. Although the task forces had already begun to function, additional parents who might decide they would like to participate will be welcomed by the task forces. At the time of the first site visit, more Head Start than elementary school parents were involved in PDC, as were more professional than non-professional parents. It seems natural that these would be the first parents involved and project staff planned to recruit additional parents from other groups and backgrounds.

The Parent Involvement Task Force had determined that PDC would encourage parents to participate in the PDC program in a number of ways. Each individual parent was to be encouraged to try to determine the kind of involvement he or she would like to have--ranging from services performed outside the classroom, to decision-making on curriculum, to teaching in the classroom. Parent involvement was to be personalized to meet the needs and wishes of parents, but the task force was to continue to urge parents to move from minimal involvement to more direct involvement with children or program components. To make participation in the program more feasible for parents with young children still at home, a day care center was being planned, to be located near the two schools.

Parents were to be involved in curriculum training sessions and in workshops for parents and teachers which would focus on ways parents and teachers can work together.

Parent involvement, February to June 1975. As noted above, parents have been participating on all task forces and as members of the PDC Policy Council. The PDC Council, in an effort to provide better communications within the two school communities, has increased its size from 20 to 25 members and has included more parents from each school's PTA Council. Parents have been actively involved in work on the health and nutrition component and the handicapped component, and as work on choosing a curriculum became more technical, somewhat less involved in the reading and math subgroups of the education component. Training plans emerged out of each individual component. The Parent Involvement Task Force dispersed last March into subcommittees on child care, food co-op, clothing exchange, parent needs assessment, and the parent handbook. The subcommittees of child care, food co-op and clothing exchange are trying to find space to house all three programs together, but so far regulations for child care facilities have been so stringent that they have been stymied.

A task force of 14 parents along with the Parent Involvement Coordinator had been working on defining and planning meaningful classroom roles for parents. This subcommittee designed the needs assessment questionnaire for parents which concerns ways in which they would like to be involved with PDC and whether parents would be interested in the establishment of a child care center and a food co-op. This survey will help the task force decide the areas in which parents seem most willing to work.

Parents have been involved in the training plans of individual task forces through dicussions of such topics as helping children to do exercises in reading, writing and arithmetic; helping children learn how to recreate together; organizing demonstration projects in areas in which they are talented (crafts, geology, music); helping to organize special educational programs on things like choosing a career; plus the more "traditional" parent activities such as chaperoning parties and trips. In September, a special education program will demonstrate to parents how they can work effectively in the classroom. Other parent workshops planned for fall include "working with teachers," "working in the classroom in special areas," "working with the children," and "types and methods of discipline used by teachers." Parents are expected to participate in these workshops as well as to lead discussions in the areas in which they have expertise. These plans did not seem to have been communicated to parents, however, because a parent interviewed by the evaluation team was not clear on when the workshops would take place or what topics would be covered, although she felt that the parents' role in the classroom had to be defined by fall. She did not exhibit any anxiety about it, just felt it was something that had to be done and so would be done. She noted that the issue had been discussed in her subcommittee of the Education Task Force (Reading) and in the PDC Policy Council.

A system for keeping parents up-to-date on PDC activities has already been started in the form of a monthly newsletter about PDC. The Parent Involvement Task Force approved the idea of using periodic descriptive reports rather than letter grades to track a child's progress in school and also approved the idea of teacher home visits which would occur three times a year. At the time of the second evaluation visit, the new child report forms had not been finalized, and although this task is to be completed by school administrators and teachers, parents will be involved because the final descriptive form has to be approved by the PDC Policy Council. Parents will also obtain additional, although unsystematic, information about the nature of their child's educational experience through their participation in the classroom and through their attendance at PTA meetings.

Parent interest in special adult programs was being assessed by the Needs Assessment Survey, which was to be returned by June 4 to the task force.

As noted earlier, parents have been involved in plans for training through their participation on the individual task forces, but have actually received training only in decision-making, which involved only those parents on the PDC Council.

Because of the vocal opposition of one group of parents that was led by a local university professor, the Parent Involvement Coordinator said that planning had progressed much more slowly than was originally anticipated. The parent interviewed felt that parents who have been against the PDC program will become more positive as they become interested in what their child is doing in the program.

> In sum, parents have been involved in PDC activities throughout the planning year by serving on the PDC Council and on the various task forces. The Parent Involvement Task Force, in particular, illustrates the diversity of parent interest, with parent involvement subcommittees in the following areas: child care centers, food co-ops, clothing exchange, parent needs assessment, and parent handbook. By the second site visit, the Needs Assessment Subcommittee was in the process of surveying parent needs and interests and was making plans for parent training (scheduled to begin in September 1975). Parent activities will be formulated and planned after examining the parent survey responses. Task force members have also discussed different ways of informing parents of their child's school progress and have recommended that descriptive reports and teacher home visits be implemented in place of the "grade" system. Regular communication among parents is maintained through monthly PDC newsletters.

Services for handicapped children, through January 1975. Mainstreaming of handicapped children and the staff development necessary to implement mainstreaming was one of the aspects of Developmental Continuity that the PDC Coordinator said she was most excited about. The PDC Coordinator has an M.A. in Learning Disabilities and in the past, has served as a special education resource person for both School A and School B. She plans to be heavily involved in this area of the PDC program, since she is not only capable in the area but also sees the benefits to be gained by all the children (and parents and staff) from the concept and practice of mainstreaming. A needs assessment in this area had been conducted by January and a substantial number of the children to be served had been identified. Community resources had been located for support services for these children, and special education resource personnel will be available to the program through the use of PDC and other funds. These resource personnel were to participate in the monthly meetings and other special meetings that were to be held to plan for the personalized instruction of handicapped children. Training sessions for teachers in effective mainstreaming were planned for March, April and May as well as during the workshops scheduled for June and August.

Services for handicapped children, February to June 1975. The Coordinator of Support Services conducted a survey to determine the number and types of handicapped children who would be in kindergarten through grade 6 next year and the kinds of services that they would require. She and the

PDC Coordinator obtained lists from the Crippled Children's Association and the Welfare Department of the names, ages and types of handicapped children to be in the schools. The Head Start handicapped children were to be identified during May and June as the children enrolled in that program.

All community service agencies were contacted by the Support Services Coordinator to assess resources for the handicapped. The list of agencies has been included in the parent handbook, cross-referenced for use by PDC program staff and volunteers. The Support Services Coordinator has obtained verbal commitments for referral service for handicapped children from these agencies, all of which are members of the Council of County Social Agencies, a group which meets monthly and of which she is the chairperson.

At the time of the second site visit, there were no apparent gaps in provisions of special services. Funding had been allocated for adequate medical and dental services. Two full-time special education resource teachers and a part-time speech therapist had been hired. Construction on physical renovations in the schools to accommodate handicapped children was to begin this summer.

A continuous support services program has been developed by the PDC staff and seems well on its way to full implementation. Teachers will use weekly checklists of children's behavior as references when making referrals to special education resource personnel, who in turn are developing a diagnostic battery of tests. All children requiring special help are expected to be identified by October 1, 1975 by the physical education teacher, who has an M.A. in special education. The resource teachers will then meet with classroom teachers to plan each child's program. Such meetings will continue to take place throughout the year.

Plans have been made for special materials and for training sessions for parents, teachers and aides in using these materials and in working with handicapped children. All materials are expected to arrive by August for use in workshops then and in mini-courses during the school year. The three specialists will meet with teachers to help plan classroom activities especially designed for the handicapped child and will also work with each handicapped child on a one-to-one basis.

In sum, a survey of handicapped children in the Head Start and elementary school programs has been conducted, community resource agencies have been identified and contacted and verbal

> commitments have been made, materials for handicapped children have been ordered, and physical changes to the school structure that are necessary for handicapped children will begin this summer. Two full-time special education resource persons have been hired as well as a part-time speech specialist to work with the PDC classes. Both the regular classroom teachers and the special education teachers will meet frequently throughout the school year to plan and evaluate each child's program and progress.

Services for bilingual/bicultural children, through January 1975. There are no children in the PDC schools or Head Start programs who do not speak English as their native language. Therefore, no plans were being made for a bilingual program. Instead, a multicultural program was being planned that will focus mainly on Appalachian culture and will also deal with Black, Spanish and Native American cultures. Funding was being sought through a state program for a mobile Appalachian culture demonstration center which will be housed in a van or truck.

Services for bilingual/bicultural children, February to June 1975. Since there are very few bilingual children in this area* planning in this component area has been directed toward multicultural awareness for children. The Head Start Director has taken the lead in conceptualizing plans for this component, and the Fine Arts Coordinator (to be hired) will be responsible for its implementation. Present plans call for specific units to be developed first around Appalachian culture, emphasizing its uniqueness within the larger framework of American society; secondly, there will be a focus on Black, Spanish-speaking and Native American heritages. Parents are seen as being valuable resources in developing the Appalachian program, which will include arts and crafts experiences, folk songs and stories, "mountaineer" phrases, and recipes.

> In sum, planning in this component area is concentrated on multicultural awareness for children. The Head Start Director has been active in this area and plans have been made to develop specific units around Appalachian culture as well as Black Spanish-speaking and Native American heritages. Funding is being sought through a state program for a mobile Appalachian culture demonstration center.

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*In one prospective PDC Head Start class, there were seven bilingual children whose parents were students at West Virginia University; each child spoke a different language. Very few bilingual children are expected to be enrolled this coming year.

E. Analysis of the Planning Process

The PDC program in West Virginia is now an integral component of the local school system. The Principal for the prospective PDC schools has overall responsibility for the program; the Assistant Principal, who is also the Program Coordinator, is accountable to him. The staff organization of PDC within the school system is presented in Figure 1.

The analysis and interpretation of this program is presented in the sections that follow in terms of description of roles of the planning personnel, planning accomplishments and completion of planning activities, an overview and interpretation of salient features of the program as it stands at the end of the planning year, and a description of the de facto definition of the PDC program.

Description of Roles

Planning for the PDC program in West Virginia was carried out by a variety of people. Their roles and activities can be delineated as follows:

- PDC Coordinator. The PDC Coordinator was hired on August 1, 1974 with responsibility for all aspects of the program except the budget, which was delegated to the Head Start Director because of her prior administrative experience. The PDC Coordinator's background as an elementary school teacher and a special resource teacher made her particularly interested in the education component and the challenge of mainstreaming the handicapped. Consequently, she served as coordinator of those two areas in addition to being an active and involved leader for all aspects of the program. By March, when the refunding proposal was written, she had assumed control of the budget as well.

- PDC Support Services and Parent Involvement Coordinators. Prior to the formation of the PDC Council, the Support Services Coordinator and the Parent Involvement Coordinator were members of the original planning group which met weekly to organize the PDC program. The Support Services Coordinator is a registered nurse who has worked previously as a

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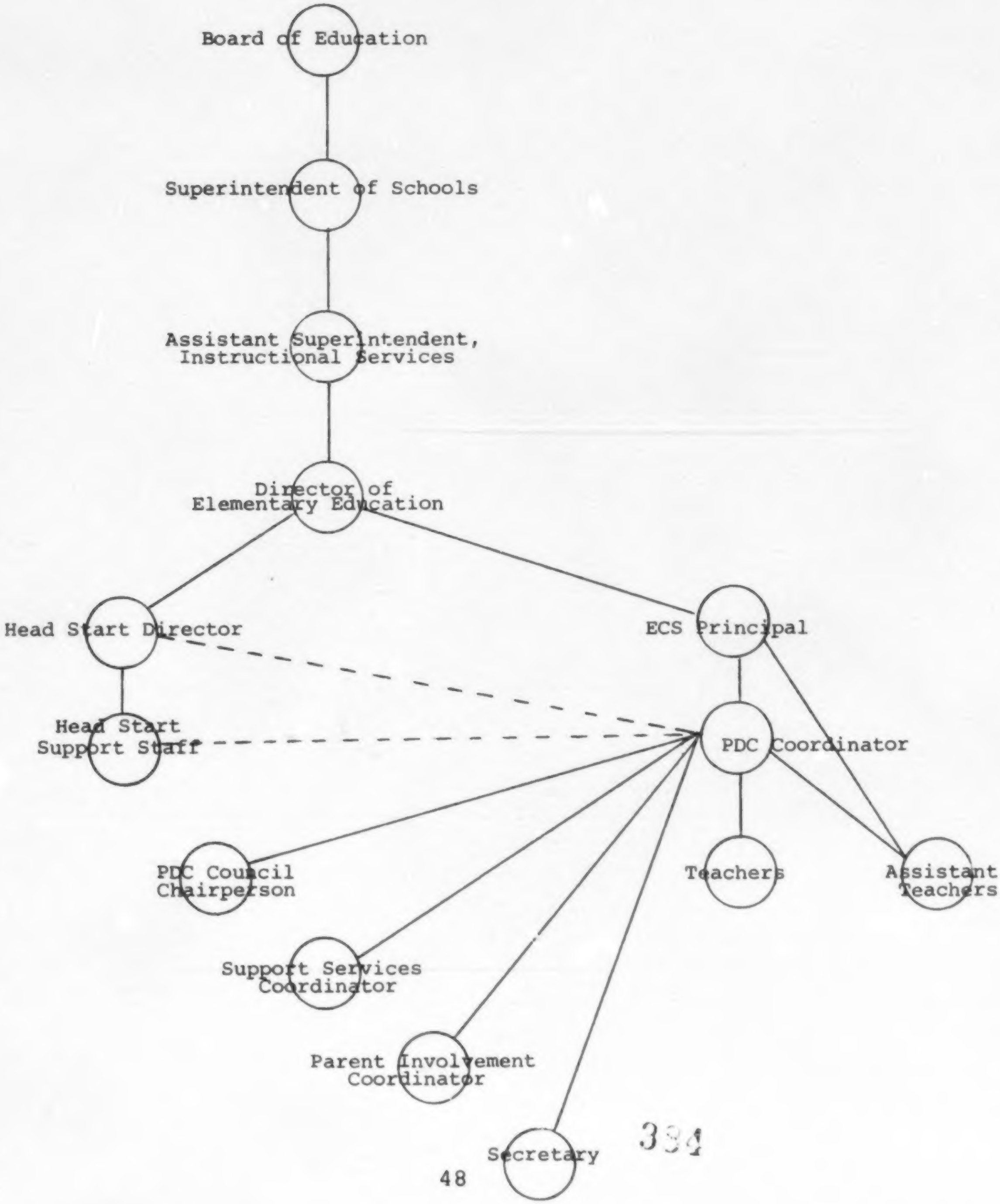
Figure 1

Formal Structure of the PDC Program in West Virginia


Board of Education
Superintendent of Schools
Assistant Superintendent, Instructional Services
Director of Elementary Education
Head Start Director
ECS Principal
Head Start Support Staff
PDC Coordinator
PDC Council Chairperson
Teachers
Assistant Teachers
Support Services Coordinator
Parent Involvement Coordinator
Secretary

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school nurse. She carried out a survey of health needs and community resources which may have been facilitated by her professional background and contacts. The Parent Involvement Coordinator is a parent whose children have attended School A.

- Head Start Director. The Head Start Director has played a major role in the PDC program since its inception; in fact it was originally her idea to approach the Board of Education to enlist their support in applying for the funds. When the Board's response was positive, she, along with the Assistant Superintendent for Instruction and the School A Principal, wrote the proposal and then hired the PDC Coordinator and the two component coordinators. The responsibility for the budget was delegated to the Head Start Director, who assumed the title of Administrative Coordinator. She was part of the original liaison planning group who met weekly before the organization of the PDC Council, and was then chosen by the PDC Council to be part of the Steering Committee. Her very active involvement has lessened over the planning year, however, and next year she sees herself serving the program mainly in an advisory capacity.

- Principal of School A and School B. The Principal has played an integral part in the evolution of PDC. He was one of the three original proposal writers and participated in the hiring of PDC staff along with the Head Start Director and the Assistant Superintendent for Instruction. It was decided that he would have overall responsibility for the project. The respect he holds in the community and the strength he displayed in supporting the project against the Board's intention to take away services funded by the county were credited by the PDC Coordinator with making the project possible. The Principal was also involved on the Education Task Force which worked out the program's educational philosophy and basic skills curriculum and he simultaneously continued to administer School A, cope with a divided teaching staff, participate in hiring new staff, and cope with the distressing situation of an organized parent opposition group which divided the previously cohesive and friendly community.

- Teachers for Head Start, kindergarten, and early elementary. Teachers and teacher aides have been involved in planning activities as members of all task forces except parent involvement. They have worked primarily in formulating broad educational objectives and then specifying them in discrete skills which were embodied in a Basic Skills Reference Scale covering reading, writing, math, and social studies. Many of them did not take advantage of an opportunity to observe in other classrooms, but they have worked diligently on formulating the Basic Skills Reference Scale and on developing learning packets to teach these skills.

- Consultants. Several consultants have been involved in planning year activities. A psychologist from West Virginia University and a representative of the West Virginia State Department of Education have worked throughout the year with members of the Education Task Force. Other consultants were involved with the organization and presentation of the June workshop on staff communication and included a psychologist from the State Department of Education and two professors in nutrition and health education.

- The PDC Council. The PDC Council is composed of eight parents of Head Start and elementary school children who are not employed by either program, four Head Start Policy Council and Board of Education members, four Head Start and elementary school administrators, four Head Start and elementary school classroom staff, four community representatives, plus a representative from the grantee. The Chairperson is a PTA representative from School A. Originally the Council served merely as an advisory body, but by the end of the planning year it had become an active, vocal, policy-making group, willing to exercise its power.

The working relationships within the West Virginia PDC program appear to be excellent. Each of the key people involved expressed the opinion that the success of the planning year was due in large part to the quality of the staff, their hard work and dedication, and to the high degree of cooperation that existed between Head Start personnel, the elementary school staff, and the PDC staff. When mention was made at an interview of the apparent excellence of the PDC staff, the Board of Education representative (the Assistant Superintendent of Instruction) said that Board members were very happy with the expertise demonstrated by the PDC staff--an indication, perhaps, of the support that the Board now has for the program.

Although the involvement of some parents and community representatives has been quite extensive, it has not been as broad as some have wished, due in part to the existence of the local parent opposition group. Those parents who have been involved have been intensively involved, and while their number dwindled on the Education Task Force when the work got too technical, they did participate in defining the broad educational objectives. The very active role of the PDC Council in reviewing and criticizing all plans must be noted also. In any case, more widespread parent participation is anticipated for next year, and plans have been made to accomplish this through workshops. The PDC Council Chairperson particularly expects to be more involved in recruiting and training parents.

The active involvement of the PDC Coordinator in all phases of the program and in the work of all the task forces seems to be a major factor in the accomplishment of so many of the planning tasks. Despite an attack of phlebitis two weeks before the site visit, during which she was hospitalized, she remained so actively involved with program activities that her doctors switched her I.V.s to her other hand in an attempt to keep her off the telephone. During the week of the site visit she delivered her second child, yet still made herself available for interviews. Her competence, industriousness, and commitment to PDC have contributed greatly to program success. A local parent opposition group presented a major obstacle to PDC planning but has apparently been coped with successfully and did not appear to be a potent force at the time of the second site visit.

In sum, most of the PDC planning appears to have been spearheaded by the PDC Coordinator, who nevertheless managed to involve parents, teachers, and community representatives in a coordinated and enthusiastic effort to launch PDC at the West Virginia site.

Planning Accomplishments by Component

The planning process for PDC in West Virginia is almost complete. Whereas 23 planning tasks had been completed during the first half of the year, 41 out of 50 had been completed by the end of the planning year. Table 1 gives a component-by-component breakdown of planning task completions.

Table 1

Degree of Completion of Planning Tasks by Component

Component	Number of Planning Tasks	Complete	In Progress	Not Begun
Education	9	8	1	0
Training	7	6	1	0
Support Services	6	5	1	0
Parent Involvement	9	5	4	0
Administration	11	11	0	0
Handicapped Services	8	6	2	0
COMPLETION TOTAL	50	41	9	0

Education. The education component shows a high degree of task completion. The only task not completed involves construction of facilities for the handicapped which is scheduled to be done during the summer.

Training. Training shows a similar high degree of completion; the only task not completed was given that rating on a very stringent interpretation of the task. Although consultants have been selected and utilized, more consultants are expected to be contacted to be involved in workshops in the coming year. Thus, in a sense, the task is still "in progress."

Support services. Support services also has all but one task completed, and that involves assessing social service needs, a task which could not be expected to be complete until all of the children are enrolled and until a new system of evaluation can be instituted in the elementary schools, since social service kinds of information are not recorded by elementary schools.

Parent involvement. Parent involvement is the one component in which a substantial number of planning tasks have not been completed, and that lag has been attributed to the existence of the local parent opposition group. Some tasks have had a high degree of parent participation, however, and those that have not are in the areas of classroom participation and educational training programs--the areas in which, traditionally, parents have not been involved. The program staff are aware of this deficiency and seem committed to rectifying it next year.

Administration. All tasks are complete in administration, reflecting the hard work and cooperation of the PDC staff.

Handicapped. The handicapped component shows two tasks still in progress: one not complete because the Head Start children were not all enrolled at the time of the evaluation site visit in May, so their needs could not be assessed; the other because training regular teachers in special techniques had not been completed. One training session had been held, however, and plans were complete for a second training session in August.

Bilingual/bicultural. This component was deemed not applicable to the West Virginia site because of the extremely small number of bilingual children, all of whom spoke a different language. Because of this, planning in this component area has been directed toward multicultural awareness for children. Present plans call for development of specific units around Appalachian culture as well as Black, Spanish-speaking, and Native American heritages. Since planning for this component does not fall within the regular bilingual/bicultural planning tasks, this component area was not included in Table 1.

Beyond these OCD-defined planning tasks, local issues surrounding a parent group's opposition to PDC early in the year created extra work and more planning activities for the PDC staff. Additional meetings had to be scheduled in which the program was explained and in which the fears of parents were allayed.

Planning Accomplishments by Type of Activity

Table 2 gives a review of the completion of planning tasks based on the type of activity. All planning tasks were analyzed for the activity required and were placed in four major categories depending on their required central activity: coordination, review and assessment, administrative decisions, and program decisions.

Coordination. Included as coordination were all activities that involved developing timetables and schedules, arranging intergroup communication, and defining relationships among people and/or groups. All of these tasks have been completed, except for one which will not be addressed. Considerable attention has been given to coordination of planning activities in West Virginia.

Review and assessment. Review and assessment requirements included review of existing programs, review of program alternatives, surveys of resource people and services, and assessments of needs or interests. Of 10 review and assessment tasks, four have been completed, three are in progress, and three will not be addressed. The four review tasks that have been completed were ones that did not require contact with the community, i.e., with the parents or children. PDC staff intentionally did not address the three review tasks relating to bilingual/bicultural services for reasons discussed in the preceding section.

Administrative decisions. Of the 17 administrative decisions, 14 have been completed. These decisions included hiring personnel, deciding on space and physical plant issues and budgetary matters, and initiating specific program activities.

Table 2

Degree of Completion of Planning Tasks by Type of Activity

Activity	Complete	In Progress	Not Begun	Not Addressed*	ACTIVITY TOTAL
Coordination	14	0	0	1	15
Review and Assessment	4	3	0	3	10
Administrative Decisions	14	2	0	1	17
Program Decisions	9	4	0	2	15
COMPLETION TOTAL	41	9	0	7	57

* Tasks for bilingual/bicultural component.

Program decisions. Program decisions have proven to be the most difficult planning tasks. Included here are definitions of program goals, definitions of needed program materials, definitions of training content, and definitions of program plans for instruction and support services. Nine of these 15 tasks have been completed, and four are still in progress. Although most program decisions have been made, those dealing with parents have not been resolved.

Summary. PDC planning in West Virginia was practically complete by the end of the planning year. Eighty percent of the OCD planning tasks have been completed and the local issues arising from the opposition of parents early in the year have been effectively dealt with. The only areas in which planning had not been completed involved the assessment of the needs of children and parents and making program decisions relating to parent involvement.

Program Interpretation

At the end of the planning year, the PDC program in West Virginia was ready for full-scale implementation--working definitions had been made and plans for implementation were either complete or were being completed. This section gives an overview of the program and an interpretation of factors that have been major influences in the planning year.

- Responsible job performances. The PDC Coordinator the Head Start Director, the Principal, and the PDC component coordinators and teachers have all responded positively and energetically to the PDC planning tasks. Each member of this group has considerable respect and appreciation for the job that the other members have done. There are no documented instances of people being unable to perform their responsibilities because of work or personality conflicts.

- Obstacles to planning. The schools in this county are all quite small. School A and School B have ten and six classrooms, respectively. In order to provide PDC services for more children and to meet the needs of the evaluation design in terms of numbers of children, it was necessary to use two school buildings for the program. The original plan, to place Head Start through grade 3 children in School A and children in grades 4 through 6 in School B, was opposed by School A parents (but supported by School B parents). Since the School A parents were more vocal in their opposition, the Board of Education made the decision not to combine the schools in this way. Instead, the plan now is to provide a complete Early Childhood School (Head Start through grade 6) in each building. This did much to satisfy all but a very few of the School A parents, but upset the School B parents. The unhappiness of the parent groups, however, has been effectively handled by PDC staff, who have held meetings and visited with individuals and have generally kept things calm. But the changes in planning necessitated by the change in the functioning of the two school buildings was a burden to the project and probably slowed down progress on a number of planning tasks.

- *Institutional support*. There is a good working relationship between the Head Start and elementary school administrators involved in PDC. The planning year proposal was written jointly by these two groups and both groups seem to share similar goals for PDC and generally agree on ways these goals can be implemented in the form of personalized instruction for children. There is, therefore, a good chance that the two agencies will be able to continue cooperating in providing continuity in school experience for children. In addition, the Head Start and elementary school administrators involved in PDC appear to be willing to let the task forces and PDC Council determine both the general approach and the details of implementation. Because of this attitude on the part of administrators, parents who are on task forces feel that they do not have real input into the decision-making. Once teacher participation increases, it seems likely that the parents, teachers, PDC staff and community representatives will be able to work together to meet community needs. Although the Board of Education was not perceived as being very supportive initially, in part perhaps because of the controversy generated by the parent opposition group, in the end they supported PDC, enabling PDC to hire and retain only those teachers who voluntarily chose to participate in the program, and allowing them to retain those county-funded services which had been provided in the past.

- *Local parent opposition group*. The amount of time and energy expended by PDC personnel in coping with the vociferous attacks of this group was considerable and was perceived as slowing the project down by PDC staff. But some program participants thought the existence of this group unified other parents in support of PDC and elicited the participation of those who might not otherwise have gotten involved.

- Precedent set by Head Start. Positive community reactions to PDC were attributed in part to the accomplishments of the Head Start program and the precedent it set of parent and community cooperation. Certainly without the presence of the Head Start Director, who was instrumental in initiating the PDC program and ensuring the continued cooperation of Head Start, PDC would not be in the position it is now, i.e., able to successfully begin the implementation year.

In sum, the commitment to PDC and involvement in planning activities of Head Start and elementary school parents, teachers and administrators have contributed greatly to a successful planning year at the West Virginia site. Because of the efforts of key individuals, namely the PDC Coordinator Head Start Director, and Principal, as well as the above-mentioned groups, the potential for a successful implementation year at this site is excellent.

The De Facto Definition of PDC

The West Virginia PDC program is seen as a model instructional program involving a combination of a somewhat traditional commitment to the basics of reading, writing, and computation (3 R's), with a more radical attempt to change or alter some very ingrained classroom practices (i.e., self-contained classrooms, age-graded separations, exclusion of the handicapped, and authoritarian and isolated administration) in favor of a non-graded, personalized educational approach with a major emphasis on mainstreaming the handicapped and sharing administrative and educational decision-making with parents and teachers. It does appear, though, that more emphasis has been put on the educational skills than on the social-emotional or affective aspects of the curriculum, in contrast to what the program's stated emphasis on the "whole child" implies. One self-concept checklist is included in the Basic Skills Reference Scale, but much less effort has been spent on defining competence socially and emotionally than educationally. Despite this apparent shift in emphasis, the realistic expectation of the PDC staff that some of the classroom practices they would like to see changed will take a matter of years to complete, coupled with the staff's deep commitment to their accomplishment, bodes well for the eventual success of PDC in West Virginia.

An examination of progress in the component areas shows that equal emphasis seems to have been put on education and support services, with training and parent involvement coming slightly behind. The multicultural area was relatively neglected until recently when a fine arts coordinator was hired to work with the Head Start Director on the development of a proposal for a grant for an Appalachian center. The Fine Arts Coordinator will also work on developing Appalachian and other cultural units for the classroom. It does appear, then, that the PDC program is and will continue to be a well rounded one, i.e., fairly equal emphasis has been placed on all component areas.